

RR NO.

8954

Staff College

JAN 10 1980

FINAL DRAFT

JUNE 1972

# STANDARDS FOR LOCAL CIVIL DEFENSE AND DISASTER PREPAREDNESS

Developed jointly by The Defense Civil Preparedness Agency, The National Association of State Civil Defense Directors, and The United States Civil Defense Council

**DEPARTMENT OF DEFENSE  
DEFENSE CIVIL PREPAREDNESS AGENCY**



NFP  
#17869377

STAR #24164

KPA 8954

DRAFT/June 1972

DEFENSE CIVIL PREPAREDNESS AGENCY  
WASHINGTON, D.C. 20301

Dear Civil Defense Director or Coordinator:

These Standards for Civil Defense and Disaster Preparedness have been developed jointly by local, State, and Federal civil defense professionals. They are provided as an aid in implementing the major new emphasis of civil defense and disaster preparedness for the 1970's.

This new emphasis aims at improving the ability of local governments to act swiftly and effectively to save life and preserve property if the community is threatened or hit by any kind of emergency or disaster -- whether a peacetime emergency or enemy attack upon the United States. This requires making effective, coordinated use of all assets available to the community, from the executive talents of its top officials; to its police, fire and other forces; to its ambulances, hospitals, and medical professionals; to shelters to protect its citizens.

This in turn requires a new emphasis on people and training. These Standards should be used in training new local CD Directors or Coordinators at special workshops, in providing additional training for experienced Directors, and in on-site assistance or conferences at the community level. The Standards are also intended for use by local Directors in analyzing the level of readiness of their community, as a basis for making improvements.

Each State should also bring the Standards to the attention of county commissioners, mayors, and city managers -- both individually and at meetings of their associations. It should be stressed that both the Department of Defense and the States are doing everything they can to help local governments to improve their readiness for emergencies -- but that success depends, in the last analysis, on the support given by local chief executives.

Sincerely,

John E. Davis  
National Director

# STANDARDS FOR LOCAL CIVIL DEFENSE AND DISASTER PREPAREDNESS

## INTRODUCTION

These Standards for civil defense and disaster preparedness have been developed jointly by the Defense Civil Preparedness Agency and representative State and local Civil Defense Directors/Coordinators. The term "Civil Defense Director/Coordinator" is used in recognition of the variation in both the official title and duties of the position, in States and localities throughout the nation. It means the person who is primarily responsible to coordinate and lead in developing civil defense and disaster preparedness -- whether he is called the "Civil Defense Director," the "Disaster Services Coordinator," or by any similar title.

A companion piece to these Standards is the shorter Summary for Public Officials. The Summary stresses the "why" of civil defense and disaster preparedness, and outlines the "what" in no more detail than public officials are likely to need. These Standards, in contrast, contain additional details on the "what" -- the specifics of civil defense and disaster preparedness. The Standards are intended for use primarily by civil defense directors and staffs at the local, State, and Regional levels.

### Purpose of Standards

The Standards, agreed upon by Federal, State, and local representatives, are provided as a basis for professionalizing and improving local civil defense. They contain criteria on specifics of the training and professional competence needed by the local Civil Defense Director/Coordinator, and also on the specifics of community-wide readiness for operations in major emergencies or disasters.

The basic purpose of the Standards, developed by knowledgeable civil defense professionals, is to assist local governments in developing the ability to save lives and preserve property should their community be affected by any type of major emergency or disaster. Effective civil defense in communities throughout the United States is an essential part of the nation's defensive posture. In addition, local jurisdictions must be prepared to deal with major peacetime emergencies that threaten life and property.

Nearly all capabilities, forces, and procedures needed in major peacetime emergencies would also be needed in emergencies caused by enemy attack upon the United States. Thus, all actions taken to strengthen local ability to deal with peacetime emergencies will strengthen attack preparedness (and the reverse is also largely true).

### Use of Standards

The Standards are intended for use in two ways. One is self-evaluation by local government officials, including their Civil Defense Director/Coordinator, using the Worksheet for Community Civil Defense and Disaster Preparedness Analysis at the end of the Standards. The other method is an advisory



evaluation of local emergency readiness, by civil defense professionals from outside the jurisdiction. These professionals may include personnel of the Defense Civil Preparedness Agency Regional office, the State Civil Defense agency, or in some cases professional local CD Directors/Coordinators from other jurisdictions.

The result of such an evaluation, conducted either by the community itself or in cooperation with outside advisors, is a civil defense "profile." This will show where the community meets either "fully-qualified" or "minimum-level" standards, and thus areas where improvement is needed (i.e., areas where the profile shows that the community is not "fully qualified").

Making improvements requires both a decision to do so and the necessary support on the part of the local chief executive and legislative body. State and Federal civil defense professionals will extend every assistance within their power once this local decision has been made.

#### Background for Use of Standards

It is assumed that users of these Standards are familiar with what civil defense is and is not: That it is not a separate function set apart from the normal responsibilities of government, or a special unit or group of people standing by to save the day in case of a major disaster. That the forces responsible for civil defense emergency operations are the normal forces of government, together with any trained auxiliaries needed -- plus non-governmental personnel or groups with emergency capabilities, such as doctors, and hospital and news media staffs. And that emergency operations require coordinated action by all forces with lifesaving capabilities, under the leadership and direction of key local executives. The concept of civil defense is further discussed in the Summary for Public Officials that is a companion piece to these Standards.

#### Building Emergency Readiness

These Standards outline the work that each jurisdiction should do to build emergency readiness. Standard One deals with the steps needed to establish and run an effective civil defense and disaster preparedness program in a community. Standard Two establishes criteria for the Local Civil Defense Director/Coordinator.

Standards Three to Five deal with the tangible assets that provide the basis for local emergency readiness. These include facilities and equipment, trained personnel, and local government emergency plans.

Standard Six is the most important of all. It deals with the intangible elements of overall local readiness, which boil down to assuring that all people or groups with emergency responsibilities are actually prepared to "do the right thing at the right time." This means that the community has done the planning and exercising that add up to the "mechanics of coordinated disaster response," and can make these mechanics work when they are needed. The primary means to develop this ability is through realistic exercises based on simulated emergencies, unless of course the community has suffered an actual peacetime emergency.

### "Fully-Qualified" vs. "Minimum-Level" Standards

Standards Three through Six describe two levels of qualification. One is the "fully-qualified" standard which, if attained in all areas, means that the community has reached and is maintaining a high level of readiness for peacetime or attack-caused emergencies. This level will result in most cases from the efforts of an energetic, professional Local Civil Defense Director/Coordinator who receives strong support from the community's elected and appointed officials. Not many communities can now be evaluated as fully-qualified, but a number of communities need to make improvements in only a relatively limited number of areas to reach the fully-qualified level.

The "minimum-level" standard represents a degree of local readiness that many communities have attained, and that all other communities should strive to attain as rapidly as possible. This level is a measurable bench-mark on the path to the fully-qualified level. No community should remain at the minimum level, however, for the development of local government emergency readiness is a dynamic process. A community improves and grows in readiness or it declines.

The Defense Civil Preparedness Agency and State CD agencies are working to foster in each community qualitative improvement. The methods used in this effort are Self-Analysis, plus a program of evaluation visits and conferences with local officials.

STANDARD ONE  
ORGANIZATION AND ADMINISTRATION OF CIVIL DEFENSE AND  
DISASTER PREPAREDNESS

DISCUSSION

This Standard outlines steps needed in the organization and administration of civil defense and disaster preparedness, and includes information on budget levels needed to support civil defense programs.

Standard One primarily applies to single counties, cities, or other local jurisdictions. However, jurisdictions with relatively low population will often find it advantageous to join together in "joint-action" civil defense programs. This includes hiring a full-time professional Civil Defense Director/Coordinator, who can work with chief executives and heads of operating departments in the counties or cities in the area, to help them develop emergency plans and preparedness, and can also assist in coordination of operations should an emergency occur.

STANDARDS

1. Joint-Action vs. Individual Jurisdiction Approach

Each jurisdiction should determine, in conjunction with the State CD agency, whether it should establish and maintain its own civil defense and disaster preparedness program, or whether its needs will best be met by joining together with one or more other jurisdictions. The joint-action approach usually results in more progress for a given investment, particularly in the case of counties or municipalities of low population. Joint programs are often advantageous even for cities and counties with a combined population of 100,000 or more. Joint-action arrangements are voluntary, and each jurisdiction involved must agree to participate, by appropriate legislative action.

The State CD office can advise whether the State statutes authorize joint action for civil defense, and if so, what local ordinances or resolutions would need to be enacted. State CD can also give advice on how other joint-action arrangements (if any) in the State have worked out, and on such practical details as the sharing of costs between the jurisdictions involved.

Where a jurisdiction decides to enter into a joint-action arrangement with one or more others, the steps described in the balance of this Standard must be adapted as required by the fact that two or more jurisdictions are involved.

2. Statement of Purpose

Each local jurisdiction needs an officially approved statement of purpose for its civil defense and disaster preparedness program (including cases where the locality has agreed to joint action with one or more other jurisdictions). In some States, a statement of the purpose of civil defense, applying

to local jurisdictions, appears in the State civil defense statute. Where this is not the case -- and sometimes where it is -- it is necessary to have a local statement of purpose. This may be included in an ordinance or resolution enacted by the local legislative body (city council, county board, police jury, etc.), which authorizes the civil defense program and activities of the jurisdiction. (See item 3b below.) The statement of purpose may also be incorporated in the local government's emergency plan. (See Standard Five.)

A satisfactory statement of purpose is as follows:

"It is an operational assumption of the Civil Defense program that existing agencies of government will perform emergency activities related to those they perform in normal times. Auxiliary groups will be formed and trained, under the direction and control of the operating department of government they are to support, and non-governmental groups such as physicians or news media will be assigned emergency missions, as necessary to develop a capability to augment or supplement existing agencies of government in responding to emergencies. A basic purpose of the local civil defense agency, and its (Director) (Coordinator), shall be to provide for coordination of the operations of all such governmental and non-governmental forces in emergencies, and to provide those unique civil defense skills and capabilities not available in existing government organizations. The civil defense (Director) (Coordinator) shall also inform the operating departments of government of those special conditions arising out of a nuclear attack which would call for a modification of traditional operating techniques."

The foregoing statement of purpose, or one similar, clearly distinguishes the civil defense agency, and its Director/Coordinator, from the operating agencies of government. Hence, civil defense is not the police department or the fire department, nor does it desire to usurp their roles; but these departments are a part of civil defense action. The civil defense agency is a coordinating agency, and a reservoir of unique skills and capabilities.

### 3. Organizing Local Civil Defense Action

The following six-step checklist is provided as a guide in organizing for local civil defense. It should be followed to the extent applicable in a specific jurisdiction, adapting the steps as necessary in light of the local situation (including any adaptations required by a joint-action approach):

- a. Meeting of Executives -- The chief executive and his department heads should be brought together to be oriented on the civil defense program and to be made aware of their emergency responsibilities. Representatives of the State CD agency will frequently be available to assist in the conduct of this meeting.
- b. Ordinance -- Unless provided for in State legislation, an ordinance (or resolution, where appropriate) must be enacted to provide legal authorization and support for the local civil defense program and

activities, both in normal times and during emergency periods. It should include an appropriate Statement of Purpose, and should be in conformance with State CD legislation. If there is a model ordinance for use in localities within the State, this should be used as a point of departure, with local legal counsel adding any special provisions needed locally. The civil defense ordinance or other appropriate ordinance should extend the authority of local government to personnel who may support regular government forces during an emergency (e.g., auxiliary policemen, or shelter managers).

- c. Local CD Director/Coordinator -- The local chief executive or other appointing authority must select an individual with the education, experience, initiative, and imagination needed to coordinate and carry forward, on behalf of the chief executive, a civil defense program for the protection of the population and of public and private property. If the community is participating in a joint-action arrangement with other jurisdictions, the CD Director/Coordinator must be acceptable to each participant. (See Standard Two.)
- d. Training of Local CD Director/Coordinator -- The CD Director/Coordinator must take training available from or through the State CD agency, to begin developing the professional expertise he (or she) requires. (See Standard Two.)
- e. Initial Assessment of Local Emergency Readiness -- The local CD Director/Coordinator assesses the jurisdiction's existing level of emergency readiness, using the Worksheet provided at the end of these Standards. This assessment may be made by the CD Director/Coordinator himself, or it may be conducted with advice and assistance from State CD and Defense Civil Preparedness Agency Regional personnel. The assessment covers both tangible and intangible elements of readiness, as outlined in Standards Three through Six. It should be prepared in close conjunction with local operating department heads and the chief executive. The CD Director/Coordinator may also prepare a one-page CD and Disaster Preparedness Profile for the community, summarizing the readiness assessment.
- f. Development of Action Plan to Increase Readiness -- Based on this initial assessment, the local CD Director/Coordinator develops an "action plan" covering specific steps to increase local readiness, including both short-term and longer-term actions. State CD and Defense Civil Preparedness Agency Regional assistance may be available in the development of the local action plan, and the action plan may specify State or Regional assistance to be provided to the locality. Actions may include procuring equipment or facilities needed for emergency operations, training, emergency planning, and exercising the local emergency organization and plan.

#### 4. Administration of Local Civil Defense Program

- a. Federal and State Assistance -- The local CD Director/Coordinator must see that the locality participates to the maximum in Federal and State



assistance available for the civil defense program. This includes matching funds for personnel and administrative expenses, matching funds for supplies and equipment, grants of surplus Federal property, loans of excess Federal property, grants of radiological monitoring equipment, and other assistance. Details are available from the State CD agency. The local CD Director/Coordinator should also become familiar with assistance available under other Federal programs which can strengthen local emergency capabilities, such as grants or assistance in such areas as law enforcement, highway safety, ambulance procurement, and emergency medical services.

- b. Budget -- Experience shows that a moderate level of funding is essential to the development of adequate local emergency readiness. Funding must include local appropriations, but total funding can be increased up to double the local investment by obtaining Federal matching funds for eligible expenses.

The level of funding required for developing local emergency readiness varies somewhat from one part of the country to another, and State CD agencies can advise on funding levels found necessary within the State. Provided below are nation-wide averages of total funding for local civil defense programs, on a per capita basis, for various sizes and types of jurisdictions. These per capita figures are for total funding (local plus any Federal funds). They do not include capital outlay expenditures, such as one-time expenses for development of an Emergency Operating Center facility, or for purchase of outdoor warning sirens.

The per capita funding levels shown are based on the average funding levels of localities participating in the Personnel and Administrative expenses program in Fiscal Year 1971.

Note that the per capita amount increases as the population of the community decreases. That is, smaller localities require higher per capita funding to provide even a minimum-austere budget. This is one strong argument for the joint-action approach discussed above.

<u>Type and Size of Localities</u>	<u>Annual Per Capita Funding Level</u>
Cities or Counties over 100,000	\$ .30 to \$ .50
Counties 50 to 100,000	\$ .50
Cities 50 to 100,000	\$ .60
Cities or Counties 15 to 50,000	\$ .60
Counties 10 to 15,000	\$ .70
Cities 10 to 15,000	\$ .60
Cities or Counties 5 to 10,000	\$ .70
Counties under 5,000	\$1.25
Municipalities 1 to 5,000	\$1.25
Municipalities under 1,000	\$1.50

STANDARD TWO  
THE LOCAL CIVIL DEFENSE DIRECTOR/COORDINATOR

DISCUSSION

The selection, development, and retention of a competent, professional local Civil Defense Director/Coordinator is of major importance to all local jurisdictions. Without a competent professional, few if any jurisdictions will attain an adequate level of readiness to conduct lifesaving operations in major emergencies, whether peacetime or attack-caused.

This Standard outlines the responsibilities of the position, and establishes criteria for the employment of full-time and part-time local CD Directors/Coordinators, for their training, and for appropriate salaries.

The fact that this Standard describes the functions and responsibilities of a professional CD Director/Coordinator does not necessarily mean that this should be a person who has no other duties. In larger communities, the duties of the position do require a full-time professional.

In smaller cities and counties, civil defense and disaster preparedness may not be a full-time job, just as many other functions of government do not require full-time employees. However, local CD Director/Coordinator duties should be performed by a competent and professionally-qualified person in such smaller jurisdictions, either (1) via arrangements for joint action between two or more jurisdictions; or (2) by assigning the duties to some existing employee of local government, and assuring that he (or she) becomes properly trained and qualified for his CD duties, and devotes adequate time to them.

STANDARDS

1. Position and Responsibilities of the Local CD Director/Coordinator (LCDD/C)
  - a. Position -- Each jurisdiction shall be served by a professionally competent local CD Director/Coordinator, who shall report directly to the mayor, city manager, chairman of the board of county commissioners, or similar elected or appointed official. Where two or more jurisdictions support a jointly-funded civil defense agency under joint-action arrangements, the LCDD/C shall report directly to each of the chief executives, or to a council of chief executives or similar group, as established by the participating jurisdictions.
  - b. Responsibilities in Non-Emergency Periods -- The essence of the LCDD/C's job in non-emergency periods is to act on behalf of the chief executive to build readiness for coordinated operations in both peacetime and attack-caused emergencies. This requires working with the operating departments of local government, with non-governmental groups, and with the public. These are primarily staff, not "command," functions. Where the LCDD/C serves two or more jurisdictions, as under joint-action

arrangements, the responsibilities described below apply to each participating jurisdiction.

Major responsibilities of the Local CD Director/Coordinator include:

- (1) Taking the lead in coordinating the development of community-wide emergency preparedness, e.g.:
  - (a) Development of an Emergency Operating Center (EOC) facility (or facilities, as required), as well as EOC staffing and internal procedures to permit key executives to control coordinated operations by local forces, under emergency conditions. (See Standards Three and Six.)
  - (b) Development of local government emergency plans outlining which governmental forces and supporting groups will do what, under various emergency contingencies, by coordinating the planning of all departments and groups with emergency missions (See Standard Five.)
  - (c) Arranging for exercises to give local officials practice in directing coordinated operations under simulated emergency conditions. (See Standard Six.)
- (2) Developing unique skills and capabilities not found in existing departments of government. (E.g., development of radiological monitoring, warning, and shelter systems, including trained personnel; and assisting police, fire, and other operating departments with radiological defense and other training needs. See Standards Three and Four.)
- (3) Providing or arranging for training needed by the public at large or by sub-groups of the public such as high school students. (See Standard Four.)
- (4) Administering the community's civil defense program (e.g., preparing budgets, applying for Federal or State financial or other assistance, preparing reports on local civil defense activities, etc.)

The test of the LCDD/C who is doing the job well can be briefly stated in general terms: Is he (or she) taking the lead effectively in developing local capabilities to conduct coordinated operations in extraordinary emergencies, making maximum use of all public and private resources available to local government?

To be an effective LCDD/C requires two things: (1) The necessary personal qualities, and professional training and expertise; and (2) the active support of the chief executive and of the local governing body. The chief executive is responsible for all emergency preparations, and this responsibility cannot be delegated. But the LCDD/C should be delegated real authority needed to develop emergency readiness, working with

the heads of key operating departments that have emergency responsibilities.

The LCDD/C can, and desirably should, assist the chief executive and local government in additional areas, growing out of his responsibilities in building emergency preparedness. For example, he may develop expertise in procedures and criteria for Federal-assistance programs other than the civil defense program, and be able to assist local department heads in applying for assistance in such areas as law enforcement, highway safety, ambulance procurement, or emergency medical services.

- c. The LCDD/C's Responsibilities During Emergencies -- During a peacetime or attack-caused emergency, the chief executive of local government is in overall command. The sheriff or chief of police, fire chief, and other department heads command the operations of their forces. Hospital and news media staffs, and other groups with emergency responsibilities, carry out their functions in coordination and cooperation with the emergency operations of governmental forces.

As in non-emergency periods, the LCDD/C's role is crucial but is not that of a "commander" or director of operating forces. During emergencies, the LCDD/C acts as principal advisor or aide to the chief executive on local government emergency operations. His major responsibility is to assure coordination among the operating departments of government (and with higher and adjacent governments), primarily by seeing that the Emergency Operating Center functions effectively. He also assists the chief executive in assuring execution of operations, plans, and procedures required by the emergency.

## 2. Civil Defense Staffing for Jurisdictions of Various Sizes

- a. Local CD Director/Coordinator -- The local CD Director/Coordinator must be available for emergency duty 24 hours a day, 7 days a week. The amount of effort he needs to invest in developing emergency readiness depends upon the amount of work to be done, and this is closely related to the size of the jurisdiction. Also, experience has shown that a part-time volunteer (unpaid) CD Director/Coordinator is not often able to develop an effective civil defense program, or play an effective role in local operations during a peacetime emergency, especially if he has no other connection with local government.

Minimum standards for local CD Director/Coordinator employment are accordingly established as follow, subject to reasonable modification to meet local needs and situations:

- (1) A Full-time paid LCDD/C shall be employed (a) in all cities of approximately 25,000 population or greater, (b) in all counties of approximately 15,000 population or greater; and (c) in all joint-action groupings of two or more jurisdictions.



- (2) A half-time paid LCDD/C shall be employed (a) in municipalities between approximately 5,000 and 25,000 population, and (b) in counties between approximately 5,000 and 15,000. Such half-time LCDD/C shall be a person also serving the local government in some other non-elective paid capacity (with his total employment being full-time), unless otherwise approved by the State CD Director/Coordinator.
- (3) Jurisdictions of less than approximately 5,000 population shall employ a part-time LCDD/C meeting each of the following criteria, except if specifically waived by the State CD Director/Coordinator, on a case-by-case basis:
  - (a) The LCDD/C shall be a person also serving local government in some other, non-elective paid capacity (with his total employment being full-time or as near thereto as feasible).
  - (b) The LCDD/C shall work no less than one full day per week on civil defense and disaster preparedness duties, and as much additional as required to conduct an adequate program as described in these Standards.
  - (c) The LCDD/C shall be paid a salary for his civil defense duties, commensurate with the extent and difficulty thereof, and with other salaries paid by local government.
- b. Supporting Staff -- The local CD Director/Coordinator will require professional support in larger jurisdictions. At least a half-time paid Deputy LCDD/C should be employed in jurisdictions with between approximately 50,000 and 75,000 population, and a full-time paid deputy should be employed in jurisdictions with more than approximately 75,000 population.

In all jurisdictions, competent persons should be designated and trained for positions such as Operations Officer, Shelter Officer, or Radiological Defense Officer. In larger jurisdictions, these positions should be full-time paid, to assure professionally competent services, rather than assigning the functions to other government employees, "in addition to regular duties."

The need for such professional positions within the local CD agency will depend in part on how many elements of the program have been delegated to operating departments (e.g., the fire department or environmental quality department may handle the radiological defense program). In smaller jurisdictions, specialist positions such as Radiological Defense Officer may be filled by a suitably qualified volunteer, such as a college or high school physics instructor, or an engineer from a local industry.

In all jurisdictions, the local CD Director/Coordinator requires adequate stenographic or typist support. In smaller jurisdictions the

stenographer or typist can often assume additional duties, as in drafting reports, or applications for State or Federal assistance, and thus acts as an administrative assistant.

- c. Total CD Agency Professional Staffing -- Total CD agency professional staffing (LCDD/C plus supporting professionals) will vary considerably from one jurisdiction to another, depending on local organization and the tasks assigned to the CD agency. However, the following standards for minimum professional staffing are provided as guidance, subject to reasonable modification to meet local needs:

<u>Population (Approximate)</u>	<u>Equivalent Full-time Professional Positions</u>
Over 1,000,000	15 to 40
500,000 to 1,000,000	6 to 15
250,000 to 500,000	4 to 6
100,000 to 250,000	3 to 5
50 to 100,000	2 to 3
25 to 50,000	1½ to 2
15 to 25,000	1 to 1½
10 to 15,000	1
5 to 10,000	½ to 1
1 to 5,000	½
Under 1,000	¼

### 3. Selection, Qualifications, and Salary of Local CD Director/Coordinator

- a. Selection -- Vacancies in paid LCDD/C positions shall be filled by selection procedures designed to secure the best-qualified person available. Local governments may or may not elect to give their LCDD/C merit-system tenure, although the LCDD/C should have reasonable job security if he (or she) is to become a well-qualified professional.

State government personnel departments or CD agencies can provide assistance to local governments on selection procedures, if the locality does not have its own personnel department. A written job or position description should be developed for the LCDD/C position, and State CD agencies can provide examples.

Selection procedures aimed at securing the best person for an LCDD/C vacancy include: (1) Wide publicity, to get as many qualified applicants as possible; (2) administering a written test, if desired (bearing in mind that most people with poor scores on a written test will not do well on the job, but that there is no assurance that all people with high scores will do well); (3) oral interview by a board of 3 to 5 members experienced in the hiring, supervising, and firing of employees; (4) personal interview by the local chief executive of the highest-ranked candidates, to select the candidate who appears to be best qualified, and who would be compatible with the chief executive and his department heads; and (5) a probation period of six months to a year for the candidate to prove himself capable on the job.

Similar selection procedures should be used in filling other professional positions in the local CD agency.

- b. Qualifications -- Oral interview boards and chief executives should look for the following experience and personal traits in applicants for the local CD Director/Coordinator position:

- (1) Experience -- Applicants should have experience of 1 to 6 years (depending on the size and needs of the community) in such areas as:

- (a) Planning, organizing, coordinating, implementing, and directing a major phase of a local government program, or a program of a major business or industry; or
- (b) Providing emergency or safety services for large groups of people and requiring frequent contacts with public officials; or
- (c) Organizing a community-wide program involving large numbers of citizens to engage in a civic program on a volunteer basis.

- (2) Personal -- Since the bulk of the LCDD/C's responsibilities will involve contacts with the heads of local government departments, as well as officials from other government levels, applicants should show leadership qualities, and an ability to manage and coordinate the civil defense program. In addition, applicants should have the ability to meet and deal with the public effectively, and be reliable and trustworthy. According to field studies, personal traits considered important for the LCDD/C, by chief executives and other local officials, included enthusiasm for the job, ability to work with others, integrity, friendliness, cooperativeness, ability to coordinate and expedite, administrative ability, and reputation and stature within the community. Probably the most important single personal trait is dedication to the civil defense program.

- c. Salary -- An adequate salary must be provided for the position of LCDD/C, to attract and retain a competent professional. Getting an able and energetic LCDD/C requires paying a salary commensurate with those for other local government positions of a similar degree of difficulty and responsibility. Where a person already serving in local government is assigned the additional duties of part-time LCDD/C, he (or she) should be paid an appropriate salary for the additional duties.

State CD agencies can advise on salaries paid in communities of similar size and complexity that have competent, professional local CD Directors or Coordinators, who are conducting adequate civil defense programs as described in these Standards.

#### 4. Professional Training and Growth

A person selected for the position of Local CD Director/Coordinator, should have the experience and personal qualities outlined in paragraph 3 above.

However, he (or she) must in addition either have or soon get the special expertise needed to do the job his chief executive and local government require.

a. Expertise -- The unique professional expertise required by the LCDD/C primarily includes:

- (1) Expertise on how to coordinate local emergency operations under circumstances where normal cooperative procedures are not sufficient (e.g., EOC operating procedures). This is the most important single area in which the LCDD/C requires expertise, and in which he must make a unique contribution to local government.
- (2) Expertise in providing unique skills and capabilities not found in operating departments (e.g., warning, shelter, radiological defense).
- (3) Expertise to advise operating departments of special disaster conditions that would call for modification of normal operating techniques. This includes fallout and other effects of nuclear weapons, as well as conditions created by airplane crashes, earthquakes, or other peacetime hazards that could affect the jurisdiction. The LCDD/C must be the person in government who analyzes such potential hazards, and their effects on local operations.

Additional expertise is needed similar to that of other governmental officials, for example, preparation and justification of a budget, or preparation of reports required by local or State government.

b. Professional Training -- Minimum standards for professional training of LCDD/C's, to develop the necessary expertise, are established as follow:

- (1) Volunteer (non-paid) LCDD/C's shall within their first year of service successfully complete the two Defense Civil Preparedness Agency home-study courses ("CD-USA" and "The CD Director/Coordinator"), after which they shall in addition attend a seminar, conference, or workshop in emergency preparedness, conducted by their State CD agency, when such a seminar is available. They shall in addition attend a State-conducted seminar or the equivalent at least once every second year thereafter, if such a seminar is available, and complete any additional home study courses for local CD Directors/Coordinators within one year from the time such courses become available.
- (2) Part-time Paid LCDD/C's shall meet the first-year criteria in (1) above, and shall in addition successfully complete at least one of the following Civil Defense University Extension Program (CDUEP) courses within their first 16 months of employment: CD Management, or Planning and Operations. During the balance of their second year of employment they shall successfully complete whichever course was not completed during their first 16 months, and shall in addition attend a State-conducted conference, workshop, or



seminar, if available. In each subsequent year they shall attend a State-conducted seminar or the equivalent, if available. It is highly desirable that they successfully complete additional civil defense courses in such areas as radiological defense and shelter management.

- (3) Full-time Paid LCDD/C's shall meet the first and second-year criteria in (2) above, (except that Career Development Phase I may be substituted for CD Management, if approved by the State CD Director/Coordinator). They shall in addition enroll in the Career Development program at Defense Civil Preparedness Agency Staff College or elsewhere, and successfully complete the Phase I course during their first year of employment (unless CD Management is substituted), and one additional Phase during each succeeding year. It is highly desirable that they successfully complete additional civil defense courses, as well as courses in public administration conducted in residence or by correspondence, by colleges and universities in the LCDD/C's locality or State.

The courses specified above are those now available, and this Standard will be revised if and as other relevant training becomes available. No community in which the LCDD/C has not had (or is scheduled for) the professional training specified above as required can be evaluated as having an adequate civil defense program, unless the LCDD/C's job experience and study are evaluated by the State CD Director/Coordinator as equivalent to the formal training prescribed. Experience in actual disasters should be given special weight in evaluating the LCDD/C's equivalent experience.

Staff members of local CD agencies, other than the Director/Coordinator, shall take professional training as required for adequate job performance.

STANDARD THREE  
TANGIBLE COMPONENTS OF EMERGENCY READINESS:  
FACILITIES AND EQUIPMENT

DISCUSSION

Readiness to save lives and protect property during a peacetime or attack-caused emergency requires a basis of tangible assets. Many of these assets already exist in local jurisdictions, such as police and fire forces, or doctors and hospitals. Other assets have to be specially developed, as outlined in this Standard.

All facilities and equipment procured for use in peacetime emergencies add to the community's ability to respond to major disasters, including enemy attack. Local CD Directors/Coordinators can help to secure such dual-use equipment (e.g., rescue vehicles, etc.) through civil defense and other assistance programs.

STANDARDS

1. Emergency Operating Center Facility and Equipment

Each community shall have an EOC facility available from which key officials (chief executive, sheriff or chief of police, fire chief, health officer, etc., or their designated representatives) can exercise direction and control in extraordinary emergencies, whether peacetime or attack-caused. The EOC facility shall have adequate working space for emergency operations; communications to local operating forces, as well as to higher-level and adjacent local EOC's; and shall have all maps and displays needed by the key executives to understand developing emergency situations and as a basis for decision-making. In all cases possible, the EOC shall be in regular use 24 hours a day, as for police, fire, or ambulance dispatching. Where a county and one or more municipalities conduct combined operations, a single EOC facility may suffice, but in larger cities, support EOC's may be needed (e.g., in police precinct stations).

- a. Fully-Qualified EOC -- The EOC facility is ready at all times for emergency operations, and substantially meets criteria in Federal CD Guide Appendix E-2-2, "Technical Guidance on EOC's," including PF 100 or better fallout protection. In Standard Metropolitan Statistical Areas (SMSA's, areas with a central city of 50,000 population or more), it is highly desirable that the EOC facility be underground, to provide some protection against possible blast and thermal effects of nuclear weapons.

The EOC facility also has sufficient adequately-ventilated space for emergency operations; has a reliable source of emergency power, with a 14-day fuel supply; is stocked and equipped for 2 weeks of emergency operations; has all maps and displays in place; and has all necessary communications in place, including those to local emergency forces

(police, fire, hospitals, etc.) and to shelters, as well as a direct (remote pickup unit) or indirect means of access to an Emergency Broadcast System (EBS) originating point or point of entry.

In an SMSA, or in a hurricane- or tornado-prone area, the EOC has communications antennas that are specially strengthened against high winds or nuclear blast, has additional antennas for replacement use, or both.

- b. Minimum-Level EOC -- Where a community does not have a fully-qualified EOC, to meet the "minimum-level" standard it must have an EOC facility that is ready for emergency operations and meets at least minimum operational requirements. These requirements include the best fallout protection available in an existing local building (where possible PF 40 or better), adequate space for emergency operations, and minimum-essential communications and displays in place.

## 2. Shelter

- a. Fully-Qualified Shelter Standard -- To be fully-qualified, a community shall have brought to full operational status all shelter spaces identified by the National Fallout Shelter Survey, unless the community has determined through Community Shelter Planning that it has spaces that are excess to its needs (e.g., down-town spaces that are not needed for citizens from the jurisdiction, or from nearby jurisdictions).

Shelters are licensed; marked; stocked with food, medical and sanitation kits; stocked with drinking water (or have water otherwise available); and have shelter management guidance in place (e.g., wall charts, pamphlets, etc. describing how to organize and run a shelter). Shelter stocks are inspected each year. Where the local CSP provides for use of unlicensed, unmarked, or unstocked shelters (e.g., with PF under 40 or capacity under 50), the community has detailed Increased-Readiness plans (who/what/where/how), and supplies, for marking such facilities with adhesive shelter signs during a crisis, and for crisis stocking with water and other austere survival supplies. (See Standard Five on emergency planning, including Increased-Readiness plans.)

- b. Minimum-Level Shelter Standard -- Where a community does not have all NFSS space that is needed brought to fully operational status, to meet the minimum-level standard it shall have detailed Increased-Readiness plans (who/what/where/how) for making shelters operational during a crisis period. Such plans provide as necessary for marking; for placing drinking water in shelter facilities, in locally-available containers; or for stocking shelters with locally-procured food. (See Standard Five on emergency planning, including Increased-Readiness plans.)

## 3. Radiological Monitoring Facilities and Equipment

- a. Fully-Qualified Radef Standard -- To be fully qualified, a community shall have (1) stocked all eligible NFSS facilities with Radef instruments (following criteria in Federal CD Guide Appendix D-2-3,

"Requisitioning and Handling Radiological Monitoring Instruments for Shelters"); (2) designated and equipped sufficient Radef Monitoring Stations to give adequate geographical coverage (following criteria in FCDG Appendix E-5-1, as modified by local analysis of detailed requirements); (3) communications available for reporting from monitoring stations to the EOC; and (4) had all instruments calibrated and as necessary maintained each two years.

- b. Minimum-Level Radef Standard -- Where a community is not fully qualified, to meet the minimum-level standard it shall have (1) stocked a minimum of one kit in each shelter of 50 spaces or more; and (2) have equipped Radef Monitoring Stations with a minimum of one kit per station.

#### 4. Warning System Facilities and Equipment

- a. Fully-Qualified Warning Standard -- To be fully qualified, a community shall (1) be served by a Warning Point manned 24 hours per day in a government facility (e.g., sheriff's office), where warning is received from the National Warning System (NAWAS), either directly or indirectly, and is immediately acted upon (e.g., sirens are sounded in the jurisdiction), or have sirens equipped with DIDS activators; and (2) have 85 per cent or greater outdoor warning coverage for its urban population. The Warning Point has established procedures for communicating with the National Weather Service, to receive severe-weather warnings, as well as arrangements with local radio and television stations to get warning information to the public. Warning coverage is best provided by outdoor warning sirens, but may also be given by other means, such as industrial sirens or whistles, or sirens on fire or police vehicles. It is highly desirable that communities have procedures to warn their rural population; means may include telephone fanout of severe-weather or attack warning, sirens on police or fire vehicles, etc. It is also highly desirable that indoor warning be provided for schools, industries, and similar places of public assembly.
- b. Minimum-Level Warning Standard -- There is no minimum-level warning standard for communities in SMSA's, in view of their need for rapid warning. Communities that are not in SMSA's meet the minimum-level standard if they (1) have procedures by which a higher-level, 24-hour warning point can reach appropriate local officials directly, to notify them to activate local warning devices; and (2) have outdoor warning coverage for at least half the urban population. It is highly desirable that they have procedures to warn the rural population, and the urban population not covered by outdoor warning devices (by telephone fanout of warning, sirens on police or fire vehicles, etc.)

#### 5. Emergency Communications Facilities and Equipment

- a. Fully-Qualified Emergency Communications Standard -- The community has communications facilities and equipment adequate to permit key local executives to direct and control emergency operations. This includes equipment in or linked to the EOC permitting communications (1) with



local operating forces (police, fire, public works engineering) and (2) with other hospitals, ambulance dispatch points, news media, shelters, other local EOC's, and the State-Area or State EOC. All radio base stations not in the EOC have PF 100 or better protection against fall-out.

- b. Minimum-Level Emergency Communications Standard -- The community has equipment in or linked to the EOC permitting communications with local operating forces, shelters, and the State-Area or State EOC.

STANDARD FOUR  
TANGIBLE COMPONENTS OF EMERGENCY READINESS:  
TRAINED MANPOWER

DISCUSSION

Readiness to save lives and protect property during an extraordinary emergency requires special training for personnel, in addition to the facilities and equipment covered in Standard Three. Training standards are established for three groups: (1) Personnel of existing departments of government; (2) personnel to be trained in special civil defense skills, to supplement or extend the capabilities of government; and (3) the public at large or special subgroups of the public, such as high school students. (Training for the staff of the local Emergency Operating Center is covered in Standard Six, while training for the Local CD Director/Coordinator is covered in Standard Two.)

Training in civil defense skills develops capabilities that can be of substantial value to the community. For example, training regular police personnel and firefighters in radiological monitoring increases their capabilities for operations in case of a peacetime accident involving radioactive materials. Also, the police department or sheriff's office may train a group of auxiliary policemen, to support the regular force during major emergencies. These auxiliaries can be used to assist the regulars in controlling traffic at athletic contests, fairs, or other events involving large numbers of people.

Trained rescue personnel or auxiliary firemen can help local government departments in meeting unusual or even day-to-day needs. Radiological monitors may be given additional duties as tornado-spotters, or to report on rising rivers or environmental hazards.

STANDARDS

1. Training Required for Local Government Personnel

Police, fire, and other local government personnel may need special training on operations in extraordinary emergencies, in addition to the training and experience they already have in law enforcement, firefighting, etc. This includes: (a) Training on nuclear attack effects, on disaster hazards, and on the locality's emergency plan for both peacetime and attack emergencies. The purpose is to assure that operating personnel (police, fire, engineering, etc.) are fully appraised of hazards that could be caused by enemy attack or by peacetime disasters that could affect the jurisdiction, and know how these could affect their operations; and that each man knows what his job is during operations required by major emergencies; and (b) Training to qualify members of police, fire, and other operating forces to conduct the radiological monitoring needed for each service's operations.

Certain additional training is desirable, as in explosive ordnance reconnaissance, rescue techniques, and Medical Self-Help (which extends beyond the first aid training which most firefighters and police personnel have received.)

a. Training for Regular Police Personnel

- (1) Fully-Qualified Police Training Standard -- For the jurisdiction to be fully qualified, police (or sheriff's) personnel must have received the following training, plus refresher training as necessary (see Federal CD Guide Chapter E-9 and appendices):
  - (a) All police personnel have been trained on nuclear attack effects, on hazards that could be caused by peacetime disasters, and on the locality's emergency plan, with emphasis on the police portions thereof. Training for regular police personnel on nuclear attack effects and operations may be based on the Part A course developed in cooperation with the International Association of Chiefs of Police, "Law and Order Training for Civil Defense Emergency."
  - (b) Enough police personnel have been trained as radiological monitors to assure that the police force can conduct its own monitoring in case of nuclear attack or a peacetime radiological incident. The number of personnel to be trained will be established by the chief of police or sheriff, in consultation with the local CD Director/Coordinator, but the number of monitors should be sufficient to assure that one trained man is available for each two police vehicles. The minimum training required is completion of Part I of the standard Radiological Monitoring Course.

In addition to the foregoing, it is recommended that all police personnel receive training in Explosive Ordnance Reconnaissance (available from the U. S. Army), rescue techniques, and Medical Self-Help. Civil disturbance training may be given, if deemed necessary by the local law-enforcement agency.

- (2) Minimum-Level Standard for Regular Police Training -- For the jurisdiction to meet the minimum-level standard, police personnel must have received the following training:
  - (a) Personnel down through the level of sergeant or the equivalent have been trained on nuclear attack effects, peacetime-disaster hazards, and the locality's emergency plan; and
  - (b) Enough radiological monitors have been trained to assure that one trained man is available for each four police vehicles.

b. Training for Regular Firefighters

- (1) Fully-Qualified Firefighter Training Standard -- For the jurisdiction to be fully qualified, paid or volunteer firefighters must have received the following training, plus refresher training as necessary (see FCDG Chapter E-10 and appendices):

- (a) All firefighters have been trained on nuclear attack effects, on possible peacetime-disaster hazards, and on the locality's emergency plan, with emphasis on the fire service portions thereof. Training for regular firefighters on nuclear attack effects and operations may be based on the Part A course developed in cooperation with the International Association of Fire Chiefs, "Support Assistants for Fire Emergency."
- (b) Enough firefighters have been trained as radiological monitors, from each company or equivalent unit, to assure one man on duty at all times, in case of nuclear attack or a peacetime radiological incident. The minimum training required is completion of Part I of the standard Radiological Monitor Course.

In addition to the foregoing, it is recommended that all firefighters receive training in Explosive Ordnance Reconnaissance, rescue techniques, and Medical Self-Help.

- (2) Minimum-Level Standard for Regular Firefighters' Training -- For the jurisdiction to meet the minimum-level standard, paid or volunteer firefighters must have received the following training:

- (a) The officer in command of each company or equivalent unit has been trained on nuclear attack effects, peacetime disaster hazards, and the locality's emergency plan; and
- (b) Enough firefighters have been trained as radiological monitors to assure one man on duty at all times with each company or equivalent unit (i.e., the same as for the "fully-qualified" standard).

## 2. Training for Personnel Required to Supplement or Extend Governmental Capabilities

Most jurisdictions require additional personnel to supplement or extend the emergency capabilities of local government. Some local fire or police forces may require trained auxiliary personnel, for service in peacetime or attack-caused emergencies, and most localities will also require trained personnel to serve as Shelter Managers, Radiological Monitors, and Radiological Defense Officers. Dual-use missions should be sought (e.g., radiological monitors trained and assigned as tornado-spotters or flood watchers).

Where auxiliary forces are trained to support the regular police or fire services, they should be recruited, be screened and trained by, and be under the operational control of the local law-enforcement agency or fire service at all times.

- a. Radiological Monitors and Radiological Defense Officers -- Each jurisdiction requires trained radiological monitors (RM's) to operate instruments located at monitoring stations and (if the jurisdiction has fallout shelter facilities) in shelters. The total requirement is for



an average of four RM's for each established monitoring station, and for each shelter kit issued. Each jurisdiction also requires two Radiological Defense Officers (RDO's), to provide two-shift coverage, plus additional Assistant RDO's in communities of 75,000 population or greater. (See Annex 1 to FCDG Appendix E-2-4.) Such personnel trained in radiological defense also provide expertise that is essential in case of peacetime radiological incidents.

Radiological Monitors shall be drawn whenever possible from local, State, or Federal employees available locally, and who do not have conflicting emergency assignments (example, employees of local offices of the U. S. Department of Agriculture, or of local environmental protection agencies, where arrangements can be made with the offices concerned).

RM's and RDO's shall be contacted at least twice a year, to determine if they are still available and willing to serve. Replacements shall be recruited and trained as necessary, and RM's and (particularly) RDO's still available to serve shall be given refresher training at least every two years.

- (1) Fully-Qualified RM/RDO Standard -- The jurisdiction has trained and assigned its entire requirement of RM's and RDO's (utilizing local, State, or Federal employees to the maximum extent feasible). The minimum training required to qualify an RM is the standard Radiological Monitoring course.
- (2) Minimum-Level Standard for RM's and RDO's -- The jurisdiction has trained and assigned:
  - (a) One RDO, except that jurisdictions of over 75,000 population shall have trained at least one additional RDO; and
  - (b) At least half of its requirement for RM's, provided that no less than two RM's are assigned for each established monitoring station and each shelter kit. The jurisdiction shall in addition have detailed (who/what/where/how) Increased-Readiness plans for accelerated training of additional RM's needed, during a crisis (as specified in FCDG Appendix G-5-4).
- b. Shelter Managers -- Each jurisdiction that has public shelters requires trained Shelter Managers (SM's). The number of trained shelter managers required averages one for each 150 persons planned to be sheltered in public shelters. However, there shall be no less than two SM's for each facility planned to be used, and fewer shelter managers are needed, proportionately, for larger shelters. (See FCDG Chapter D-5.) Shelter Managers shall be assigned to all shelters planned for local use, even if the PF is less than 40. As with RM's, Shelter Managers shall be contacted at least twice a year, to determine if they are still available and willing to serve.

Shelter Managers should be trained in conjunction with the American Red Cross, whenever possible, so they can serve as managers of shelters that are established for victims of natural disasters, as well as in case of an attack emergency.

- (1) Fully-Qualified SM Standard -- The jurisdiction has trained and assigned its entire requirement of SM's. The minimum training required to qualify an SM is the standard Shelter Manager course.
- (2) Minimum-Level Standard for SM's -- The jurisdiction has trained and assigned at least half its requirement for SM's, provided there is at least one SM assigned to each shelter planned for use. The jurisdiction shall in addition have detailed (who/what/where/how) Increased-Readiness plans for accelerated training of additional SM's needed, during a crisis (as specified in FCDG Appendix G-5-4).

- c. Auxiliary Police -- Many chiefs of police and sheriffs have determined, in consultation with the local CD Director/Coordinator, that a force of trained auxiliaries is required to support the regular force during peacetime or attack-caused emergencies. The number of auxiliaries required for attack-emergency operations will vary widely, depending on such factors as the number of public shelters, and the need for police personnel for movement-to-shelter and in-shelter law enforcement, for a mobile force, and for security of vital facilities.

Studies in test cities suggest that the need for auxiliaries may vary within a range of from 2.5 to 4.5 auxiliary policemen for each regular. (See FCDG Appendix E-9-1.) Thus, the number of auxiliaries needed should be established by detailed analysis by local police planners. However, pending such analysis, a figure of 4 auxiliaries for each regular may be used, if the chief of police or sheriff agrees that this rule of thumb is satisfactory.

- (1) Fully-Qualified Auxiliary Police Standard -- For the jurisdiction to be fully qualified, the local law-enforcement agency has trained its entire requirement of auxiliary personnel, in at least the Part A course, "Law Enforcement in Civil Defense Emergency." It is also highly recommended that half or more of the auxiliaries complete the Part B course; that they have on-the-job training with the regular force; and that they take additional training in Explosive Ordnance Reconnaissance, rescue, and Medical Self-Help.
- (2) Minimum-Level Standard for Auxiliary Police -- To meet the minimum-level standard for auxiliary police training, the local law enforcement agency has trained at least half of its requirement for auxiliaries in the Part A course.

- d. Support Assistants for Fire Emergency (Auxiliary Firefighters) -- Many fire chiefs have determined, in consultation with the local CD Director/Coordinator, that a force of trained auxiliaries is required to supplement the regular fire service. Such "Support Assistants for Fire

Emergency" (SAFE) are trained to make them useful in limited roles in support of the regular fire service, during peacetime or attack-caused emergencies. The number of SAFE personnel required should be determined by local fire service officials. An important factor to be considered is the need to provide relief personnel for the regular fire service, primarily if firefighters must operate in areas of fall-out contamination, which could limit the time each man could serve. (See FCDG Appendix E-10-1.) A figure of four SAFE personnel for each regular firefighter may be used, if the fire chief agrees that this rule of thumb is satisfactory.

(1) Fully-Qualified SAFE Standard -- For the jurisdiction to be fully qualified, the local fire service has trained its entire requirement of SAFE personnel, in at least the Part A SAFE course. It is also highly recommended that half or more of the SAFE personnel complete the Part B course; and that they take additional training in Explosive Ordnance Reconnaissance, rescue techniques, and Medical Self-Help.

(2) Minimum-Level Standard for SAFE Training -- To meet the minimum-level standard for SAFE training, the local fire service has trained at least half of its requirement for SAFE personnel in the Part A course.

e. Rescue Personnel -- Localities may require trained rescue personnel to supplement the capabilities of the fire service or other local forces, during peacetime or attack-caused emergencies requiring rescue of trapped or injured persons. Rescue forces should be under the operational control of the fire service or other department within which they normally operate. In the absence of a detailed analysis of local needs, a rule of thumb of two trained rescue personnel per 1000 population may be used.

(1) Fully-Qualified Rescue Standard -- The local fire service or other responsible department has trained its entire requirement of rescue personnel in at least the Basic Rescue and Light Rescue courses or the equivalent. (See Instructor Guides 14.1 and 14.2.)

(2) Minimum-Level Standard for Rescue Personnel -- The responsible local department has trained at least half of its requirement for rescue personnel.

f. Health Personnel -- Special training of health personnel for disaster medical services can contribute substantially to the effectiveness of health and medical operations in peacetime or attack-caused disasters. Local CD Directors/Coordinators should work closely with local health officers, medical societies, and others concerned to assure that necessary training is conducted.

Three training packages are available through the States and the U. S. Public Health Service to help develop emergency medical capabilities,

including instructor manuals, student or resource texts, and visual aids: (1) Emergency Medical Technician-Ambulance, a course for ambulance attendants consisting of 71 hours of classroom instruction and 10 hours of training and experience in a hospital emergency department. (2) Door to Recovery, a motivational guidance package designed to stimulate educational programs for hospital emergency department personnel. The objectives of this course are to improve care and management of patients; to establish continuous in-service education; and to develop or improve hospital emergency department policies and procedural manuals. (3) Packaged Disaster Hospital, a course for health and supporting personnel who are responsible for establishing and operating PDH's. The objective of the U. S. Public Health Service is to establish PDH training in all affiliated hospitals, as well as others which may be called upon to set up and operate PDH's.

- (1) Fully-Qualified Health Training Standard -- All personnel required have received training in the appropriate courses; and medical personnel have been assigned to shelters as necessary for attack-emergency operations.
  - (2) Minimum-Level Health Training Standard -- Half of the personnel required have been trained in appropriate courses; and half of the medical personnel needed have been assigned to shelters.
- g. Other Skills Training -- Local CD Directors/Coordinators should seek opportunities for additional skills training needed by the community and available from State or Federal agencies. Also, if the community uses amateur radio operators to supplement communicators who are government employees, the amateurs should be given on-the-job training based on the "Manual for Radio Amateur Civil Emergency Service (RACES)," a December, 1971 publication of the Defense Civil Preparedness Agency.

### 3. Training for the Public

Full emergency readiness requires that the public be trained in survival techniques and self-protection. Courses presently available include Medical Self-Help and Personal and Family Survival. This Standard will be revised as additional training materials become available, e.g., a course on Self-Help Emergency Firefighting, and a course being field tested on Home Safety and Disaster Preparedness.

#### a. Medical Self-Help (MSH)

- (1) Fully-Qualified MSH Standard -- The jurisdiction has trained one person for each family.
- (2) Minimum-Acceptable Standard for MSH -- The jurisdiction has trained at least one person for each four families.

#### b. Personal and Family Survival (PFS) -- The PFS course is now being reoriented to reach high school and junior high school students.

- (1) Fully-Qualified PFS Standard -- The local CD Director/Coordinator has arranged for the PFS course to be incorporated in the school curriculum so that at least one full class per year (e.g., all 9th grade students) receives this training. In addition, it is strongly recommended that the "Government in Emergency" materials (Defense Civil Preparedness Agency publication MP-56) be incorporated in Social Studies courses in local schools.
- (2) Minimum-Acceptable Standard -- The PFS course is given to at least half of a school class each year (e.g., half of the 12th grade students).

STANDARD FIVE  
TANGIBLE COMPONENTS OF EMERGENCY READINESS:  
LOCAL GOVERNMENT EMERGENCY PLANS

DISCUSSION

This Standard establishes criteria for the emergency plans that provide a basis for local readiness.

Need for Local Emergency Plans

Conducting coordinated operations in peacetime or attack-caused emergencies is basically executing or carrying out local emergency plans. The payoff from emergency operations is the lives that are saved and the property that is preserved. This payoff results from the forces that have emergency missions doing "the right thing at the right time," making maximum effective use of existing resources and capabilities.

Taking prompt and effective action in emergencies is facilitated by planning. Experience in peacetime disasters has shown repeatedly that when emergency plans are known to the heads of local operating departments and their forces, and operations are conducted in accordance with these plans, reaction times are reduced and coordination improved. On the other hand, "paper plans" prepared by the CD Director/Coordinator alone, with little participation by local operating departments, are of little or no use -- because they are not used.

Thus the development of a written plan is not an end in itself, because having a written emergency plan does not guarantee that actual operations will be effective. But the process of planning that leads to the development of a written plan is extremely valuable. This is because the local officials who are responsible for emergency operations have spent time determining which local forces will do what, should various emergencies arise, and how operations will be coordinated.

Written plans are valuable for training, and to familiarize new local executives with their duties in emergencies. Plans also provide a point of departure for Increased-Readiness actions to improve and activate civil defense capabilities in periods of heightened risk, such as a hurricane watch or an international crisis.

Local Planning Process

The local government's emergency plan should therefore document and reflect a planning process conducted by a local government planning team. This team should include representatives from each department of local government with an emergency mission, and from each non-governmental group to which such a mission should be assigned (e.g., news media, county medical society, hospital administrators, and the American Red Cross chapter and other organized volunteer groups).



The emergency planning process should be led and coordinated by the local CD Director/Coordinator, on behalf of the chief executive. As part of this planning leadership, the CD Director/Coordinator is responsible to inform the planners of local operating departments, as well as non-governmental planners, of the special conditions arising out of nuclear attack or peacetime disasters that would call for a modification of traditional operating techniques. (See Standard Two.) Training and on-site assistance in local emergency planning is available through the CD University Extension Program (e.g., the Planning and Operations course), and from professionals of the State CD agency and the Defense Civil Preparedness Agency Regional office. In many communities, the local planning agency can play an important role in emergency planning, working in close cooperation with the CD Director/Coordinator and planners of the operating departments.

#### Organization and Content of Local Government CD Emergency Plans

No standard format or organization is specified for a local government's civil defense emergency plan. Some States have established formats for local plans, to assure compatibility with the State's emergency plans, and where this is the case, local plans should be in the State's format.

While the organization of local plans is not specified, there are a number of emergency functions that should be covered in the plans of each local jurisdiction where they apply. Thus, every locality's emergency plan should provide for direction and control by the key executives of government, and for radio-logical monitoring. Most local plans should include emergency procedures for schools. However, only communities that have public fallout shelters require provisions for shelter management and organization, and operations to assist the population in moving to shelters and to support them during the in-shelter period.

The amount of detail contained in a local emergency plan is thus determined by the population of the jurisdiction, the shelter and other resources it has, and the size and complexity of its governmental structure. A city or county of 100,000 population or more will need relatively detailed plans, including for example police assignments to assist in movement to public shelters in case of an attack emergency. In a smaller rural county, however, civil defense requirements are not complex and the emergency plan should be correspondingly less elaborate than plans for larger jurisdictions.

#### STANDARDS

##### 1. Fully-Qualified Emergency Planning Standard

Each jurisdiction shall have an emergency plan developed by an interdepartmental planning process as discussed above, plus checklists or standard operating procedures as required. The plan shall be based on currently existing resources and operational capabilities -- not on assumed capabilities that do not exist. Where the jurisdiction is participating with one or more others in a joint-action arrangement, a combined emergency operations plan may be prepared (e.g., a city-county plan). Such plans shall cover operations by the

forces of all jurisdictions involved, and shall specify arrangements for direction and control by the executives concerned (e.g., mayor and county board chairman, sheriff and chief of police, etc.)

- a. Jurisdictions of Approximately 5,000 Population or More -- Local emergency plans for jurisdictions of approximately 5,000 population or more shall cover each of the functions or elements below that is applicable. If the State has specified a format for local plans, this shall be followed. Otherwise, local plans may be organized either by function or by governmental department, with all necessary functions assigned to an appropriate agency. (For an example of a local plan organized by local agency, see Annex 1 to FCDG Appendix G-1-2, a plan for the "City of Brownville." This is an example only, and does not imply that local plans must follow the same format.) Contingency plans may be needed to cover situations not specifically discussed below, such as plans for evacuation of low-lying areas that could be flooded, or evacuation of areas close to a nuclear power reactor.
  - (1) CSP Shelter Allocation Plan -- A shelter allocation plan has been developed, based on Community Shelter Planning (CSP), and specifying what all of the people in the jurisdiction should do or where they should go, in case of attack emergency (e.g., to public shelters and/or to home basements). This shelter allocation plan may have been published and distributed in peacetime, but newspaper mats or photographic negatives must be available, to permit redistribution during a crisis period as local "news" rather than an information project funded by the Federal Government. In a crisis, there would not be time to make such funding arrangements.
  - (2) Basic Plan -- This is a relatively brief "umbrella" for the balance of the emergency plan. It shall include planning assumptions, based on a hazard analysis identifying peacetime or attack-caused hazards that have or might reasonably be expected to affect the community. It includes a brief statement of the purpose of civil defense in the jurisdiction. (See Standard One.) It also assigns emergency missions to the departments of local government, and to non-governmental groups, and designates the person in charge of decision-making during an emergency (i.e., the chief executive). It references any mutual-assistance agreements with other jurisdictions, and covers procedures for requesting military or other State or Federal assistance. It shall be signed by the chief executive, and have any other approvals necessary under local or State law.
  - (3) Direction and Control -- This part of the plan covers operation of the EOC, to permit direction and control of coordinated operations by key officials. It shall include duties of each member of the EOC staff (including the Radiological Defense Officer or RDO), displays, internal EOC procedures, etc., as outlined in FCDG Appendix E-2-4. If the community has public shelters, the organization of shelters (e.g., into shelter complexes, with headquarters reporting to the EOC) shall be covered here or elsewhere in the local emergency plan.

- (4) Warning -- Covers procedures for receipt of warning of peacetime hazards or enemy attack, and for dissemination of warning to the population by all means available (may include warning assignments for siren-equipped vehicles), as well as procedures for alerting key officials.
- (5) Communications -- Covers use of locally available communications for operations directed from the EOC. Communications plans shall be developed as outlined in FCDG Chapter E-3 and appendices.
- (6) Increased-Readiness Operations -- Includes overall local plans for operations in periods of heightened risk (e.g., hurricane watch, or international crisis). Where the locality must bring its EOC, public shelters, or other facilities to full operational status during a crisis, or conduct accelerated training, the IR plan shall spell out who/what/where. (See Standards Three and Four.)
- (7) Operations in Peacetime Emergencies -- Covers overall local plans for operations in peacetime emergencies that the hazard analysis has identified as potential threats to the community. (E.g., tornado, major industrial or transportation accident, radiological incident, earthquake, civil disorder, hurricane, air pollution, flood, etc.) Annexes or appendices shall be included as necessary to spell out functions of local operating departments or services with emergency responsibilities. Appropriate checklists and standard operating procedures shall be included as necessary (e.g., inventories of publicly or privately owned operational equipment available to the jurisdiction; and call-up and alerting lists). Annexes and standard operating procedures are discussed in subparagraphs (10) and (11) below.
- (8) Shelter Operations -- Covers overall local plans for actions during attack emergencies, from Attack Warning and movement to shelter through the In-Shelter and Shelter Emergency periods. Annexes or appendices, and standard operating procedures, shall be included as necessary, as discussed below.
- (9) Post-Shelter Operations -- Covers local actions for the conservation and use of life-supporting resources (food, petroleum products, etc.), in consonance with the State Emergency Resources Management plan.
- (10) Annexes or Appendices -- These cover missions, functions, and operational execution of plans on a department-by-department or function-by-function basis. Separate annexes (e.g., for police operations) are normally prepared for peacetime-emergency and for attack operations, although in some cases a single annex may suffice. Each of the following functions that is applicable in the jurisdiction shall be covered (and additional functions, if necessary):

- (a) Radiological Defense -- Covers location and operations of radiological monitoring stations and shelter monitors, and decontamination, for both attack emergencies and peacetime radiological incidents.
- (b) Emergency Public Information -- Covers operations by news media to support local government in getting emergency information to the public promptly, by establishing procedures for a centralized source of official guidance and instructions for the people in a major emergency. For the nuclear attack threat, the plan shall include provisions for crisis use of Defense Civil Preparedness Agency "In Time of Emergency" newspaper, radio, and television materials, as well as dissemination of local Community Shelter Planning instructions for the public.
- (c) Fire -- Covers operations of the regular fire service, as augmented by any trained auxiliaries (Support Assistants for Fire Emergency).
- (d) Rescue -- Covers operations of all rescue services (may be included in annex of responsible service, e.g., the fire department).
- (e) Police -- Covers operations of police or sheriff's forces, as augmented by any trained auxiliaries. For the nuclear attack threat, in localities with public shelters, covers police assignments to assist movement to shelter, and for maintenance of law and order in shelters. In all localities, provides for security of vital facilities.
- (f) Public Works Engineering -- Covers operations of city or county engineering or public works departments, local utilities, etc.
- (g) Emergency Health and Medical -- Health-medical operations are normally the responsibility of the local health department, but can only be accomplished with the active cooperation of the health professions and the staffs of hospitals and other medical facilities. Therefore, this annex shall be prepared by or in close cooperation with the local medical society, hospital administrators, and others concerned. Also, hospital disaster plans and the health-medical annex(es) of the local government emergency plan shall be related to and in consonance with each other. Where appropriate, plans shall cover use of Packaged Disaster Hospitals.
- (h) Emergency Welfare -- The local welfare department is responsible for emergency operations, but the annex shall be prepared in close cooperation with the American Red Cross chapter and other voluntary agencies that have emergency welfare

capabilities. Plans for peacetime emergencies shall provide for feeding and sheltering (housing) of persons displaced by a major disaster. Any understandings with the Red Cross or other non-governmental agencies shall be included.

- (i) Schools -- School disaster plans shall be related to and in consonance with local government emergency plans, and shall therefore be developed by or in close cooperation with school officials.
- (j) Industry -- Industrial disaster plans shall be related to and in consonance with local government plans, and shall be developed by or in close cooperation with industry representatives.

- (11) Standard Operating Procedures -- These shall be developed by operating departments concerned, as necessary to supplement and detail annexes. An SOP important to both peacetime and attack-emergency operations is an inventory of publicly and privately owned operational equipment or resources that would be available to the jurisdiction in emergencies (e.g., earthmoving equipment). SOP's for attack emergencies shall include provision for sheltering the dependents of emergency service personnel (e.g., policemen, firefighters, auxiliaries). Other SOP's that may be needed include warning system procedures, call-up or alerting lists, lists of radiological monitors, and specific traffic control and shelter assignments of police and other personnel.

- b. Fully-Qualified Emergency Planning Standard for Jurisdictions of Approximately 5,000 Population or Less -- Emergency plans shall cover all operations and functions required, similar to those outlined above for larger jurisdictions. The operations required would be fewer and less complex, however, and the plan accordingly less elaborate. In a smaller rural county, the community shelter plan (CSP) may call for most of the people to use the basements of their homes for shelter, and to improvise additional fallout protection there, with a relatively few people in the county seat town to move to public shelters. If few homes have basements, the citizens would have to be instructed on how to improvise fallout protection (above ground, in homes, or by constructing earth-covered shelters outdoors).

Increased-Readiness actions, to be taken during an international crisis, would include getting CSP-type information to the people, on where to go and what to do in case of attack. Emphasis would be on the fallout hazard, how to improvise additional protection, and how to protect livestock, and plans should provide for the use of Defense Civil Preparedness Agency "In Time of Emergency" newspaper, radio, and television materials. Other Increased-Readiness actions may include training any additional Radiological Monitors needed; training additional Shelter Managers if needed for public shelters; improvising an EOC facility; or giving the Personal and Family Survival course for citizens in school classrooms or, if necessary, via radio or television.

In case of attack, warning to go to fallout-protected areas would need to be disseminated by all means available. The county would need several Radiological Monitoring Stations with communications to a Radiological Defense Officer at the EOC. The RDO would analyze the reports and make estimates of the length of time people would need to remain in shelter, for broadcast to the population. These analyses would be supplemented by information and advice on the fallout hazard from the next higher level EOC, normally a State area or district headquarters.

The key county officials at the EOC would need communications to cities or villages within the county; to a point of entry to the Emergency Broadcasting System, to permit broadcasting information to their citizens; to EOC's in adjoining counties; and to the State area EOC. These could be primarily telephone.

Only in exceptional cases would there be a need for large-scale emergency operations during the warning and in-shelter periods. In counties with a large amount of public fallout shelter, as in a cave or mine, law-enforcement forces would need to assist the people to move to shelter, by traffic-control and parking operations. If a nuclear weapon burst in or near the county, organized firefighting operations would be needed if people in shelters were threatened by fire. In the absence of such conditions, fire, police, and other forces would take shelter from fallout in the same way as the rest of the citizens.

After fallout radiation had decayed to the point where the population could leave shelters, county government would be responsible for public safety, health, and welfare operations to assist their own citizens, as well as any injured or uninjured survivors from damaged areas. They might also be called upon to send forces to assist in operations in damaged areas, and they would need to institute relatively simple procedures for the emergency control and use of food, gasoline, and other life-essential resources.

Smaller jurisdictions can meet the fully-qualified standard for emergency planning by:

- (1) Developing a written plan according to State CD guidance or formats covering operations required, including any necessary alerting lists; or
- (2) Developing a Basic Plan as outlined in the Defense Civil Preparedness Agency publication, "Disaster Operations, A Handbook for Local Governments," June 1972; plus warning plans, alerting lists, etc. as required by the State CD Director/Coordinator. The action checklists in the Handbook, for attack-caused and peacetime emergencies, may be used as part of the local plan, provided that blanks in the checklists have been filled in as specified by the State (e.g., where to request support in various types of emergency). This alternative approach, based on the Disaster Operations handbook, may be used only if approved by the State CD Director/Coordinator.



2. Minimum-Level Emergency Planning Standard

- a. Jurisdictions of Approximately 5,000 Population or More -- To meet the minimum-level standard, jurisdictions of approximately 5,000 population or more shall have developed an emergency plan as described in paragraph 1a above, but need not have developed checklists or standard operating procedures.
- b. Jurisdictions of Approximately 5,000 Population or Less -- Smaller jurisdictions shall have developed an emergency plan using one of the approaches described in paragraph 1b above, but the plan need not include alerting lists or other standard operating procedures.

STANDARD SIX  
INTANGIBLE COMPONENTS OF EMERGENCY READINESS:  
ABILITY TO EXECUTE EMERGENCY PLANS

DISCUSSION

Local emergency readiness is the ability actually to conduct coordinated operations in extraordinary emergencies, making maximum use both of existing governmental forces and resources and of non-governmental groups (doctors, hospitals, news media), that have emergency capabilities. Emphasis is on tying together, and making operationally effective, local capabilities in the areas of facilities and equipment and of trained manpower. This means the ability to execute emergency plans. This Standard establishes criteria for evaluating the ability of local governments to conduct such coordinated emergency operations.

A demonstrated local ability to conduct coordinated operations in a major emergency may be a factor considered, in some cases, in setting insurance premiums. Local, State, and Regional civil defense professionals should seek opportunities to discuss local operational capabilities with underwriters' bureaus or others concerned with insurance rates, working in close coordination with local chief executives, fire chiefs, and other officials.

Evaluating Local Ability to Execute Plans

The major responsibility in executing emergency plans is upon key local officials, to direct and control coordinated lifesaving operations in emergencies of any type. This requires not merely plans reflecting the local organization for emergencies, but workable plans that have been exercised by the responsible officials under actual or simulated emergency conditions. A vital element of local ability to conduct coordinated operations is workable EOC internal procedures, that have been practiced by the entire EOC staff. This includes the disaster analysis group, communicators, map plotters, and others who make the EOC work, in addition to the decision-making team comprised of the key executives.

Local readiness for emergencies, to assure that all forces with lifesaving capability would actually "do the right things at the right time," is built by a repetitive cycle of planning, exercising, planning, and so on. The local ability to conduct coordinated emergency operations can always be improved, and the level of a given locality's readiness must necessarily be evaluated on the basis of judgment. Criteria for making these judgments are outlined below.

The most important judgment is that of the local chief executive and his department heads, as these are the people responsible to conduct coordinated operations in an emergency. To what degree do they feel that their community has developed the "mechanics of coordinated disaster response"?

The role of the local CD Director/Coordinator is to supply a professional judgment on the locality's ability to conduct coordinated operations, on which "mechanics" need improvement, and on how to make these improvements. Professionals from the State CD agency, the CD University Extension Program staff, and the Defense Civil Preparedness Agency Region can also help in making advisory evaluations, and this aid will be essential in most communities that have not reached the "fully-qualified" level of readiness outlined below.

## STANDARDS

### 1. Fully-Qualified Readiness Standard

To be evaluated as fully-qualified in the area of ability to execute emergency plans, a community must have developed and trained the entire local emergency organization, including but not limited to the EOC staff, to the point where there is high confidence of its ability to (a) conduct effective coordinated operations within its own jurisdiction; and (b) coordinate operations effectively with other jurisdictions and other levels of government.

That the jurisdiction has attained the fully-qualified level of readiness may be demonstrated by (a) successful operations in a major peacetime disaster or emergency (e.g., hurricane or major civil disturbance) that seriously affected the jurisdiction and required coordinated operations controlled from the local EOC, and that also required extensive coordination and operations with other levels of government; OR (b) successful participation in emergency exercising as follows:

a. Total-System Local Operating Exercising -- These are locally-tailored exercises involving all key local officials, and EOC and other personnel, and two or more such exercises shall have been held. Total-system exercises are appropriate and useful only when the community has developed its emergency procedures and organization to the point where all elements can be exercised and tested together. Total-system exercises are designed and conducted as follows, and to meet the following objectives:

- (1) Exercising the making of coordinated responses and assignment of resources under simulated peacetime disaster or attack conditions (a fallout-only or a fallout-blast-fire situation, as appropriate in the locality). Whether based on a peacetime or attack-caused disaster scenario, the exercise shall include problems for all elements of the local emergency organization, requiring maximum use of existing local capabilities. Half or more of the problems shall be such as to require operational coordination between at least two services. The exercise shall be tailored to the jurisdiction's actual organization and EOC and other procedures. The use of the Defense Civil Preparedness Agency "Local Emergency Action Checklist" (also called ALFA NEOP) is recommended for jurisdictions of approximately 20,000 population or more.
- (2) Exercising decision-making and operations involving all elements of the local emergency organization. This shall involve the entire EOC staff (key executives, disaster analysis group, Emergency Public Information staff, communicators, etc.) In addition, it is strongly recommended that all other key elements of the local emergency organization be involved to the maximum extent possible (e.g., selected police and fire units, radiological monitors, shelter managers, Shelter Complex Headquarters staffs, communications personnel, hospital administrators and staffs, welfare group directors, news media personnel, and others with emergency assignments outside of the EOC).

In cases where it is not possible to involve the majority of the organization outside the EOC, simulation techniques may be used to represent such groups. However, any capability or organization simulated must actually exist, and evaluators must have reasonable confidence that such group could actually have carried out the functions that were represented by simulation in the exercise. (E.g., if the radiological monitoring organization is simulated, it must be an actual capability even if radiological monitors were not physically located at monitoring stations or in shelters during the exercise. Confidence that the RM organization could actually have carried out the functions simulated shall be based on previous sub-system exercises or training involving the RM organization.)

Thus, total-system exercises differ from many of the Emergency Operations Simulation (EOS) exercises that localities have had in that EOS's often simulate emergency organizations and capabilities that do not exist, or are not fully ready to operate.

- (3) Identifying additional training needed. Total-system exercises are designed and conducted to identify any additional training needed by elements of the local emergency organization (e.g., radiological monitors, regular police and fire units, Shelter Complex Headquarters, etc.) Such additional training shall have been conducted following the first and subsequent total-system exercises.
  - (4) Identifying further modifications or improvements needed in local plans or procedures (including internal EOC procedures). Such modifications or improvements shall have been made following the first and subsequent total-system exercises.
- b. Ability to Design and Conduct Own Exercises -- To be evaluated as fully-qualified, the jurisdiction shall have developed the capability to design and conduct its own exercises with minimal State or Regional support, and have established a schedule for local exercising at least once annually. It is strongly recommended that after the first two or three total-system exercises, the jurisdiction conduct a surprise exercise, with knowledge of the time and content limited to the chief executive and local CD Director/Coordinator.
- c. Lateral and Multi-Level Coordination -- To be evaluated as fully-qualified, the jurisdiction shall have demonstrated a capability for lateral and multi-level operations and coordination, in addition to operations and coordination needed within its own boundaries and relating to its own emergency forces. Means for developing and demonstrating this capability may include: (1) Two-community total-system exercises (e.g., involving use of mutual-assistance plans that were jointly developed); (2) local to next-higher EOC exercise (e.g., city-county, or county-State Area, using reporting systems specified by the State); or (3) local-State-Regional (or local-State-Regional-National) exercises, such as the "CDEX" exercises.

Exercises that emphasize multi-jurisdiction or multi-level coordination are designed with some or all of these purposes in view: (1) Making

joint, coordinated responses to simulated peacetime or attack-caused emergencies; (2) exercising mutual-assistance plans or agreements between jurisdictions; (3) exercising procedures for military support of civil governments in civil defense emergencies; or (4) meeting the information needs of other echelons (e.g., by emergency reporting).

It is strongly recommended that exercises be designed and conducted that cover both intra-jurisdiction and multi-level operations simultaneously. (E.g., local total-system exercises, as described in paragraph 1a, that are related to and conducted simultaneously with CDEX-type exercises). Defense Civil Preparedness Agency Regions and State CD agencies can assist local CD Directors/Coordinators in the preparation of such exercises.

## 2. Minimum-Level Readiness Standard

To be evaluated as meeting the minimum-level standard in the area of ability to execute emergency plans, a community must have developed and trained the local emergency organization, including but not limited to EOC staff, to the point where there is reasonable confidence that the jurisdiction could conduct coordinated operations effectively in an emergency. The jurisdiction need not have conducted total-system exercises as described in paragraph 1a, and it need not have conducted exercises or operations with other jurisdictions or other levels of government (such as the State).

That the jurisdiction has attained the minimum-level readiness standard may be demonstrated by (a) successful operations in a peacetime emergency that required coordinated operations controlled from the local EOC; OR (b) a sequence of exercising, planning, and training activities generally equivalent in terms of overall results to the consecutive steps outlined below:

- a. Demonstration of Need for Coordinated Operations -- The jurisdiction has participated in activities that have demonstrated to local officials the need for coordinated operations in major emergencies, including the need for interdepartmental planning to establish the emergency organization and assign missions. (See Standard Five.) Means to demonstrate these needs to local officials include films, conferences, and seminars, but the means that is often most effective is the conduct of an Emergency Operations Simulation (EOS) exercise, available through the CD University Extension Program. An EOS demonstrates to local officials one system for exercising centralized direction and control to deal with the effects of a peacetime or attack emergency.
- b. Development of Locally-Tailored Emergency Plans and EOC Procedures -- The jurisdiction has developed its own, locally-tailored emergency contingency plans (including local emergency organization and assignment of responsibilities, as outlined in Standard Five), and a working EOC. This includes an EOC layout or configuration; the necessary EOC displays, message forms, and procedures for processing information; and assignment of EOC personnel, with job or position descriptions for each -- all tailored to local organization and needs. (See FCDG Appendix E-2-4.)

Means to develop the foregoing plans and procedures include seminars and workshops; on-site assistance by State CD or Defense Civil Preparedness Agency Regional professionals; a CDUEP Planning and Operations course; and/or an EOS or other exercise, tailored to the locality's organization and plans. It is recommended that in communities of approximately 20,000 population or greater, training and exercising include the use of the "Local Emergency Action Checklist" (also called ALFA NEOP). Representatives of non-governmental groups with emergency functions have participated in planning (e.g., news media personnel, doctors, hospital administrators, etc.)

The community's locally-tailored plans, as well as its EOC organization, staffing, and procedures have been shown to be workable in an EOS or other locally-tailored exercise. It appears that the decision-making team of key executives would be able to conduct coordinated intra-jurisdiction operations effectively, based on common knowledge of the situation as displayed in the EOC, and the supporting EOC staff functions reasonably efficiently.

- c. Improving EOC Capabilities and Capabilities of Forces and Groups Outside the EOC -- The jurisdiction has done the training and exercising necessary to improve the ability of the EOC decision-makers and staff to direct coordinated operations, and it has also developed the organization and capabilities outside of the EOC that are needed for actual emergency operations. These non-EOC capabilities have in general been developed to at least the "minimum level" as outlined in Standards Three through Five. Emphasis has been on training all the necessary elements of the local emergency organization and on improving plans and procedures, as shown necessary by critiques of an EOS exercise or otherwise.

External capabilities include radiological monitors trained in reporting weapons effects or other disaster effects to the EOC. RM's have been assigned to monitoring stations or to shelters, or may be organic to the police, fire, or other forces of government. (See Standard Four.) If the community has sufficient public shelters, Shelter Complex Headquarters have been organized and are trained in securing reports from shelter managers in public shelters, and either dealing with problems in shelters or requesting assistance via the Shelter Officer in the EOC.

The local health officer, doctors and hospital administrators, and ambulance services have done any additional planning needed for the movement and treatment of mass casualties resulting from a peacetime or attack-caused emergency. The heads of the welfare department and voluntary agencies have done any additional planning needed for the feeding, housing, and other care of people affected by nuclear-attack or peacetime emergencies (e.g., persons who have evacuated areas threatened by flood or hurricane). The local Emergency Public Information Officer and the news media have done any additional planning needed on getting emergency information and advice to citizens before, during and after emergencies.



EOC capabilities have been improved as needed. These may include specific mechanics of EOC operation, such as handling communications, message processing, or posting maps and displays. The disaster analysis group, headed by the Radiological Defense Officer(s), has been given any practice needed in receiving reports from RM's, analyzing them, and producing and displaying information on disaster effects in a form that is understandable and useful to the key executives, as a basis for making decisions. The decision-making team of key executives has had any practice needed in the use of the "Local Emergency Action Checklist" (or ALFA NEOP).

Means for making necessary improvements may include classroom instruction, seminars, workshops, on-the-job training, and sub-system exercises. Examples of sub-system exercises include (1) scenarios and problems to give radiological monitors and the EOC disaster analysis group practice in reporting and analysis of the radioactive fallout or other hazards; (2) exercises for shelter managers, shelter complex headquarters (if required), and the EOC Shelter Officer on reporting and dealing with problems in public shelters; (3) exercises for health-medical professionals and hospital and ambulance staffs in movement and treatment of mass casualties; (4) exercises for governmental and voluntary welfare staffs in the care of disaster victims or refugees; and (5) exercises for news media and Emergency Public Information staffs in getting information and advice to the citizens.

Seminars or workshops may include practice for key executives in using the "Local Emergency Action Checklist" (ALFA NEOP). Workshops for key executives may also consider what specific Increased-Readiness actions would have to be taken in a crisis period, what department or group would be responsible for taking these actions, what resources would be required, and how these would be obtained.

Relatively few communities can be honestly evaluated, in 1972, as having reached even the minimum-level standard in the area of ability to execute emergency plans. This is due in large part to the emphasis of the civil defense program in the 1960's, on system-by-system development of capabilities, such as Radef, Shelter, community shelter planning, and communications planning. The new emphasis for the 1970's, however, aims at building upon all the progress made previously, with stress on tying together and making operationally effective all of the individual capabilities developed earlier. This new stress involves much more emphasis on planning and exercising than was the case in the 1960's, and thus more and more communities will be reaching the minimum-level standard and then moving on towards the fully-qualified level.

WORKSHEET FOR COMMUNITY CIVIL DEFENSE AND  
DISASTER PREPAREDNESS ANALYSIS

This worksheet is designed for Local CD Directors/Coordinators to use in analyzing the status of civil defense and disaster preparedness in their community. It is based on the Standards for Local Civil Defense and Disaster Preparedness, which should be referred to as necessary. After completing the Worksheet, the CD Director/Coordinator can prepare a Civil Defense and Disaster Preparedness Profile for the jurisdiction, using the form provided at the end of this worksheet. If the Worksheet is to be provided to any other person by the Local CD Director/Coordinator (e.g., to the chief executive, or to State CD) it may be necessary to attach additional sheets for explanation of specific items.

\_\_\_\_\_  
Name of Jurisdiction(s)

\_\_\_\_\_  
Address of Local CD Agency

Completed as of \_\_\_\_\_ 197\_\_\_\_

\_\_\_\_\_  
1970 Population

Standard One -- Organization and Administration of Civil Defense and  
Disaster Preparedness

1. Has jurisdiction evaluated advantages of joint-action with other jurisdictions, to support jointly-funded CD program?

Yes \_\_\_\_\_, 19\_\_\_\_ No \_\_\_\_\_ (Discuss)

2. CD ordinance enacted? Yes \_\_\_\_\_, 19\_\_\_\_ No \_\_\_\_\_

Statement of purpose of CD in ordinance? \_\_\_\_\_ Elsewhere? \_\_\_\_\_

3. Do chief executive and department heads understand role of CD agency/ Director-Coordinator as coordination of emergency planning preparations on behalf of chief executive, and reservoir of unique skills and capabilities, rather than an operating department (or possible competitor of operating departments)? (Discuss)

4. Has jurisdiction assessed emergency readiness and developed and approved an action plan to improve it? Yes \_\_\_\_\_, 19\_\_\_\_ No \_\_\_\_\_

5. Does jurisdiction receive Federal assistance? (Check)

P&A \_\_\_\_ EOC \_\_\_\_ Surplus Property \_\_\_\_ Excess Property \_\_\_\_

Survival Supplies, Equipment, and Training:

Maint/Recurring Charges \_\_\_\_ Comm/Warning Equip \_\_\_\_  
Supporting Systems: Communications \_\_\_\_ Warning \_\_\_\_

6. Cumulative total of Federal assistance received, 19\_\_ to date:

a. P&A \$ \_\_\_\_ b. EOC \$ \_\_\_\_ c. SSE&T \$ \_\_\_\_  
d. Surplus Property (orig. acquisition cost) \$ \_\_\_\_  
e. Excess Property (orig. acquisition cost) \$ \_\_\_\_

7. Budget:

a. Current annual CD budget (local plus any Federal funds, excluding capital outlay or similar one-time expenditures):

\$ \_\_\_\_

b. Per capita annual CD expenditures:

\$ \_\_\_\_

c. Per capita expenditures of similar size/type localities (See Standard One):

\$ \_\_\_\_

Standard Two -- Local CD Director/Coordinator (LCDD/C)

1. To whom does LCDD/C report directly? \_\_\_\_.

2. Does LCDD/C have effective backing and support of chief executive, in working with heads of operating departments, and effective working relations with and support of department heads? (Discuss)

3. LCDD/C status (check or fill in appropriate spaces below)

a. For this jurisdiction:

(1) Full-time paid \_\_\_\_

(2) Part-time paid \_\_\_\_, working \_\_\_\_ hours per week as LCDD/C who:

\_\_\_\_ Is employed by local government in another capacity (as \_\_\_\_ ) so total employment is full-time; or  
\_\_\_\_ Is employed by local government (as \_\_\_\_ ) so total employment is part-time ( \_\_\_\_ hours per week); or  
\_\_\_\_ Is not otherwise employed by local government, but arrangement approved by State CD Director/Coordinator; or  
\_\_\_\_ Is not otherwise employed by local government, but not approved by State CD Director/Coordinator.

- (3) Part-time volunteer \_\_\_\_\_, working \_\_\_\_\_ hours per week as LCDD/C who:  
\_\_\_\_\_ Is employed by local government in another paid capacity (as \_\_\_\_\_); or  
\_\_\_\_\_ Is not otherwise employed by local government, but arrangement approved by State CD Director/Coordinator; or  
\_\_\_\_\_ Is not otherwise employed by local government, but not approved by State CD Director/Coordinator.

b. Minimum standard for a locality of this population and type (See Standard Two):

\_\_\_\_\_ Full-time paid

\_\_\_\_\_ Half-time paid, also serving local government in another paid capacity so total employment is full-time, unless otherwise approved by State CD Director/Coordinator.

\_\_\_\_\_ Less than half-time paid (at least one full day per week), also serving local government in some other paid capacity, unless otherwise approved by State CD Director/Coordinator.

4. Supporting staff

a. Typist or secretary (check):

Full-time paid \_\_\_\_\_; PT-paid \_\_\_\_\_ or PT-vol. \_\_\_\_\_; \_\_\_\_\_ hrs/week.

b. Additional professionals (title or major duties, hrs/week):

5. Total CD agency professional staffing (LCDD/C plus supporting staff)

a. For this jurisdiction: Equivalent full-time professionals \_\_\_\_\_

b. Recommended minimum for jurisdictions of this population (See Standard Two): \_\_\_\_\_

6. LCDD/C position filled by merit-system procedures (written test, oral interview, probation period, etc.)? Yes \_\_\_\_\_ No \_\_\_\_\_

7. Does LCDD/C have merit-system (civil service) tenure? Yes \_\_\_\_\_ No \_\_\_\_\_

8. Is there a written job description for LCDD/C position? Yes \_\_\_\_\_ No \_\_\_\_\_

9. LCDD/C's professional training (are following standards met?):

a. Successful completion of home-study courses (CD-USA; LCDD/C) followed by State CD seminar. (Required minimum for Volunteer LCDD/C, during first year.) Yes \_\_\_\_\_ No \_\_\_\_\_

- b. (1) Home-study and seminar per "a" preceding, plus successful completion of CDM or P&O. (Required minimum for Part-time Paid, during first 16 months.) Yes \_\_\_\_\_ No \_\_\_\_\_
- (2) Successful completion of P&O or CDM (whichever one not taken previously), plus State CD seminar. (Required minimum for Part-time Paid, during second year.) Yes \_\_\_\_\_ No \_\_\_\_\_
- (3) Additional courses: (Note course and year taken, e.g., CDM, P&O, RMI, RDO, RM, SMI, SM, Career Development Phase I-IV.)
- c. (1) Home-study, CDM, P&O per "a" and "b" preceding, plus successful completion of Phase I of Career Development during first year, and one additional phase each succeeding year. (Required minimum for Full-time Paid.) Yes \_\_\_\_\_ No \_\_\_\_\_
- (2) Additional courses? (Note course and year taken.)
- d. If applicable minimum standard above is not met, does LCDD/C have equivalent job experience and study? Yes \_\_\_\_\_ No \_\_\_\_\_  
Years of experience as LCDD/C: \_\_\_\_\_ years

Remarks:

Standard Three -- Tangible Components of Readiness: Facilities and Equipment

1. EOC Facility

- a. Fully-qualified (ready to operate; PF 100; adequate ventilated working space; emergency power w/fuel; maps/displays/communications in place; message forms and other supplies available; adequate arrangements for sleeping/eating/health-sanitation; etc.) ☐
- b. Minimum-level (ready to operate; best-available PF, of \_\_\_\_\_; minimum-essential displays/communications in place; minimum-essential arrangements for sleeping/eating/health-sanitation). ☐
- c. If EOC does not meet fully-qualified standard, what improvements are needed? (E.g., maps, displays, communications, "X" KW generator, "Y" gallons fuel storage.)
- d. Manned 24 hours? Yes \_\_\_\_\_ No \_\_\_\_\_  
Used day-to-day? Yes \_\_\_\_\_ No \_\_\_\_\_ If yes, what use(s)  
(e.g., fire dispatching, ambulance dispatching, CD office):

2. Shelter

Total NFSS spaces planned for use (per local CSP): \_\_\_\_\_ spaces

- a. Fully-qualified (all spaces planned for use are marked, stocked with food, etc; have water; SM guidance in place; etc.) ☐
- b. Minimum-level (detailed IR plans to mark/stock \_\_\_\_\_ spaces planned for use, not now marked/stocked). ☐

3. Radef

- a. Fully-qualified (all shelters and RM stations needed have full quota of calibrated instruments in place). ☐
- b. Minimum-level (one kit in place for each shelter and monitoring station). ☐

4. Warning

- a. Fully-qualified (served by 24-hour warning point or DIDS, plus 85% or greater outdoor warning coverage for urban population; severe-weather warning procedures; etc.) ☐
- b. Minimum-level (none for SMSA localities; for non-SMSA, need procedures for non-local warning point to reach local officials, plus outdoor warning for half of urban population). ☐

5. Communications

- a. Fully-qualified (communications between EOC and all local operating forces, non-governmental facilities such as news media and hospitals, shelters, other local EOC's, and State-Area or State EOC). ☐
- b. Minimum-level (communications between EOC and all local operating forces, shelters, and State-Area or State EOC). ☐
- c. If communications do not meet fully-qualified standard, what improvements are needed?



Standard Four -- Tangible Components of Readiness: Trained Manpower

1. Local Government Personnel

a. Police

- (1) Fully-qualified (all personnel trained on disaster effects and local plan; enough RM's to assure one per two vehicles). ☐
- (2) Minimum-level (training on disaster effects and plan down to Sergeants; enough RM's to assure one per four vehicles). ☐

b. Regular Firefighters (paid or volunteer)

- (1) Fully-qualified (all trained on disaster effects and plan; enough RM's to assure one per fire company). ☐
- (2) Minimum-level (CO of each company trained on disaster effects and plan; RM's same as for "fully-qualified"). ☐

2. Personnel to Supplement Governmental Forces

a. Radiological Monitors and RDO's

- (1) Fully-qualified (4 RM's trained and assigned for each shelter kit or monitoring station; minimum of 2 RDO's, plus Assistant RDO's if population exceeds 75,000). ☐
- (2) Minimum-level (at least 2 RM's for each station or shelter kit; 1 RDO, but 2 or more if population exceeds 75,000; IR plan to train balance of RM's). ☐
- (3) When were RM's and RDO's last contacted to to check availability? (Twice annually to meet either Standard.) ☐

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b. Shelter Managers

- (1) Fully-qualified (one SM trained and assigned per 150 spaces, but no less than 2 per shelter). ☐
- (2) Minimum-level (half of SM's needed trained, but no less than one per shelter; IR plan to train balance). ☐

- (3) When were SM's last contacted to check availability? (Twice annually to meet either Standard.)

197

c. Auxiliary Police

- (1) Fully-qualified (all auxiliary police needed trained in at least Part A course). ☐
- (2) Minimum-level (half of auxiliary police needed trained in at least Part A course). ☐
- (3) Are auxiliary police recruited, screened, trained by police department/sheriff's office, and to be under police operational control? Yes \_\_\_\_\_ No \_\_\_\_\_

d. Support Assistants for Fire Emergency (auxiliary firefighters)

- (1) Fully-qualified (all SAFE's needed trained in at least Part A course). ☐
- (2) Minimum-level (half SAFE's needed trained in at least Part A course). ☐
- (3) Are SAFE's recruited, screened, trained by regular fire service, and to be under Fire Chief's operational control? Yes \_\_\_\_\_ No \_\_\_\_\_

e. Rescue Personnel

- (1) Fully-qualified (all needed rescuemen trained in at least Basic and Light Rescue?) ☐
- (2) Minimum-level (half of needed rescuemen trained in at least Basic and Light Rescue?) ☐
- (3) Are rescuemen recruited, screened, trained by fire service or other operating department and to be under their operational control? Yes \_\_\_\_\_ No \_\_\_\_\_

f. Health-Medical Personnel

- (1) Fully-qualified (medical personnel assigned as necessary to shelters; all personnel needed have been trained in courses necessary, e.g., Emergency Medical Technician - Ambulance, Door to Recovery, and Packaged Disaster Hospital.) ☐

- (2) Minimum-level (half of medical personnel needed assigned to shelters and trained as in (1) above).

☐

3. Training for the Public

a. Medical Self-Help

- (1) Fully-qualified (one person trained per family).  
(2) Minimum-level (one person trained for each 4 families).

☐☐

b. Personal and Family Survival

- (1) Fully-qualified (PFS being taught to at least one full high school class per year).  
(2) Minimum-level (PFS being taught to at least half of a class per year).

☐☐

Standard Five -- Tangible Components of Readiness: Local Government  
Emergency Plans

1. Jurisdictions of Approximately 5,000 Population or Greater

To meet "minimum-level" standard, plan must cover each function or element applicable in the jurisdiction, with annexes or parts of plan prepared by or in cooperation with responsible agency of government. (Put date of plan or last update in box. If function is not needed, leave box blank and cross out description.)

To meet "fully qualified" standard, SOP's needed must have been prepared by or in cooperation with department concerned. SOP's may include up-to-date rosters, alerting lists, etc. (If SOP is needed, put one diagonal line in box following date: ☒)

If SOP is needed and is prepared, put an "X" in box: ☒ ).

Is local plan consistent with State format? Yes \_\_\_ No \_\_\_

a. CSP Shelter Allocation Plan

19 ☐

- (1) Distributed?

19 ☐

- (2) Newspaper mats or photo negatives ready for for crisis redissemination? Yes \_\_\_ No \_\_\_

b. Basic Plan

19 ☐

- (1) Based on hazard analysis? Yes \_\_\_, 19 \_\_\_ No \_\_\_  
If yes, analysis covers (check):

☐ Civil Disturbance      ☐ Landslide      ☐ Hurricane/storm surge  
☐ Earthquake      ☐ Flood      ☐ Nuclear Attack  
☐ Tornado      ☐ Tsunami      ☐ Other (name): \_\_\_\_\_

Previous disaster/emergencies suffered; possible future disasters:

- (2) Includes or references mutual-aid agreements? Yes \_\_\_ No \_\_\_

- (3) Covers procedures for requesting military or other State or Federal assistance? Yes \_\_\_ No \_\_\_

c. Direction and Control (EOC operation)

19 ☐

- (1) Includes details of EOC operation (e.g., staffing pattern and position descriptions; use of maps/displays/messages; etc.)? Yes \_\_\_ No \_\_\_

- (2) Shelter Complex HQ covered? Yes \_\_\_ No \_\_\_

d. Warning (Note: SOP must cover both public warning and alerting of key officials)

19 ☐ SOP? ☐

e. Communications

19 ☐ SOP? ☐

f. Increased-Readiness Operations

19 ☐

If locality must bring EOC, shelters, etc. to full operational status, or conduct accelerated training, does IR plan spell out details (who/what/where)? Yes \_\_\_ No \_\_\_

g. Operations in Peacetime Disaster/Emergency

19 ☐

- (1) What hazard(s) covered:

- (2) Radeff (for peacetime incidents)

19 ☐ SOP? ☐

- (3) Emergency Public Information

19 ☐ SOP? ☐

- (a) Prepared by or in cooperation with EPIO? Yes \_\_\_ No \_\_\_

- (b) If yes, his name and day-to-day job:

- (4) Fire

19 ☐ SOP? ☐

(5) Rescue

19 ☐ SOP? ☐

(6) Police

19 ☐ SOP? ☐

(7) Public works engineering

19 ☐ SOP? ☐

(8) Health-Medical

19 ☐ SOP? ☐

(a) Developed in cooperation with local medical society, hospitals, etc? Yes \_\_\_ No \_\_\_

(b) Hospital disaster plan(s) in consonance with local government emergency plan? (Discuss status)

(9) Welfare

19 ☐ SOP? ☐

(a) Developed in cooperation with welfare agency, Red Cross, other voluntary agencies? (E.g., per statement of understanding with Red Cross.) (Discuss)

(b) Provides for feeding and sheltering (housing) of persons affected by major disaster? Use of resources available from Red Cross, other agencies? Red Cross "Disaster Action Teams"? Other? (Discuss)

(10) Schools

19 ☐ SOP? ☐

School disaster plan(s) in consonance with local government emergency plan? (Discuss)

(11) Industry

19 ☐ SOP? ☐

Industry disaster plan(s) in consonance with local government emergency plan? (Discuss)

(12) Peacetime disaster/emergency plans provide for moving people from threatened areas if necessary? (Discuss)

h. Shelter Operations

(1) Radef

19 ☐ SOP? ☐

- (2) Emergency Public Information 19 ☐ SOP? ☐  
 "In Time of Emergency" news media kits planned for use and  
 available locally? (Discuss)
- (3) Fire 19 ☐ SOP? ☐
- (4) Rescue 19 ☐ SOP? ☐
- (5) Police 19 ☐ SOP? ☐
- (6) Public works engineering 19 ☐ SOP? ☐
- (7) Health-Medical 19 ☐ SOP? ☐
- (8) Welfare 19 ☐ SOP? ☐
- (9) Schools 19 ☐ SOP? ☐  
 School plan(s) in consonance with local government emergency  
 plan? (Discuss)
- (10) Industry 19 ☐ SOP? ☐  
 Industry plan(s) in consonance with local government emer-  
 gency plan? (Discuss)
- (11) Shelter Operations plan/annexes (or CSP) provide for shelter-  
 ing dependents of persons with emergency assignments?  
 Yes \_\_\_ No \_\_\_
- (12) Attack-emergency plans provide for moving people during  
 crisis periods? (Discuss)
- i. Post-Shelter Operations 19 ☐ SOP? ☐  
 Consistent with State Emergency Resources Management Plan?  
 Yes \_\_\_ No \_\_\_
- j. Jurisdiction has current inventory of operational equipment and  
 emergency resources? Yes \_\_\_, 19\_\_\_ No \_\_\_
- k. Jurisdiction meets (check one):
- Fully-qualified standard if plan and annexes (per  
 "a" to "j" above) and required SOP's are current,  
and were prepared by or in close cooperation with  
 operating departments/groups. ☐
  - Minimum-level standard if plan and necessary annexes  
 are current, and were prepared by or in close coopera-  
 tion with operating departments/groups. ☐



2. Jurisdictions of Approximately 5,000 Population or Less

a. If specific functions are covered in written plan, use checklist in 1 above, for larger jurisdictions.

b. If "Disaster Operations" approach used,

(1) Has community developed a Basic Plan? Yes \_\_\_\_ No \_\_\_\_

(2) Have warning plans, alerting lists, or other SOP's required by State CD been prepared? (List)

(3) Have telephone numbers been filled in under the "Disaster Operations" checklists? Yes \_\_\_\_ No \_\_\_\_

(4) Has State approved use of "Disaster Operations" approach? Yes \_\_\_\_ No \_\_\_\_

c. Jurisdiction meets (check one):

- Fully-qualified standard if plan (per "a" or "b" above) and required SOP's are prepared and current.

☐

- Minimum-level standard if plan only is prepared and current.

☐

Standard Six -- Intangible Components of Readiness: Ability to Execute Emergency Plans


1. Fully-Qualified Readiness Standard

(Jurisdiction has developed and trained entire emergency organization, including but not limited to EOC staff, so there is high confidence of ability to conduct coordinated operations within jurisdiction, and to coordinate operations effectively with other jurisdictions and other levels. This is demonstrated either by (a) successful operations in a major peacetime disaster, controlled from local EOC, and requiring coordination with other jurisdictions and the State; OR (b) total-system local exercising, plus conduct of own exercises, plus multi-level/multi-jurisdiction exercising.) (Add any narrative discussion needed):

☐

## 2. Minimum-Level Readiness Standard

(Jurisdiction has developed and trained emergency organization, including but not limited to EOC staff, so there is reasonable confidence of ability to conduct intra-jurisdiction coordinated operations. This is demonstrated either by (a) successful operations in a peacetime emergency, controlled from EOC; OR (b) planning, exercising, and training that has resulted in locally-tailored emergency plans and workable EOC procedures, and in developing capabilities needed by groups outside the EOC.)  
(Discuss):



## 3. Exercising

(Give date(s) of EOS or other exercise(s); type of scenario, e.g., nuclear attack, tornado, earthquake; operational elements or systems exercised, e.g., Warning, Radeef, EOC, alerting key officials; positions of participants, e.g., chief executive, EPIO, sheriff; follow-up improvements in planning, operational training, etc.)

## USE OF CIVIL DEFENSE AND DISASTER PREPAREDNESS PROFILE

The CD and Disaster Preparedness Profile can be used to show visually the approximate status of readiness in the jurisdiction, based on the evaluations made on the Worksheet. This is done by making a large dot on each line, to show the approximate level of preparedness for the item covered. The dots can then be connected by a heavy line, which will typically result in a zig-zag "profile" summarizing the community's emergency readiness status.

The Profile may also be used to show priority areas for improving emergency readiness. This can be done by making dots in another color, to represent capabilities scheduled for early improvement.

The increasingly heavy shading that starts at the "minimum level" (50 per cent point on the line) indicates that priority should be given to bringing all needed capabilities up to at least this level, then continuing work to improve capabilities to the "fully-qualified" goal. The large-sized type used for Standard Six, Ability to Execute Emergency Plans, indicates that this operational readiness assessment is the most important item on the Profile. It partly reflects the tangible elements of readiness evaluated in Standards Three to Five, but it also puts heavy stress on the intangibles that add up to the ability to conduct coordinated operations in an emergency.

The Profile can be made up by the local CD Director/Coordinator, either by himself or with State or Regional advice and assistance. It may prove helpful in briefing chief executives, local legislative bodies (city council, county board) on the status of local emergency readiness, and on improvements needed. A wall-chart sized version of the Profile is available for use, if desired, in briefings or for display in the CD agency's office.

Putting dots on the line at other than the "minimum" and "fully-qualified" points (50 and 100, respectively) requires making judgments. For example, if the community has about one-quarter of the radiological monitors or other trained personnel it needs, a dot is put at the 25 per cent point on the appropriate line.

It will be more difficult, however, to locate dots for other capabilities. For example, if there is protected space available for an EOC, but displays and communications would have to be installed during a crisis, the dot might be placed at the 10 or 20 percent point on the line, depending on how difficult the job of improvising an EOC was judged to be.

For Standard Five, Local Emergency Plans, the following is suggested:

- (1) If the plan is out of date (e.g., pre-CSP), or was prepared with little real participation by operating departments and services, put the dot at the 10 per cent point.
- (2) If the jurisdiction has a good plan for peacetime disaster operations, and good plans for EOC Operations, Warning, and Emergency Communications, but lacks detailed Increased-Readiness and attack operations plans, put the dot at the 25 or 35 per cent point.
- (3) If the plan meets the "minimum-level" standard, put the dot at 50 per cent.
- (5) If the plan and

SOP's meet the "fully-qualified" standard, put the dot at 100 per cent. Other combinations of planning readiness status will require making judgments as to where the dot should go.

For Standard Six, Ability to Execute Emergency Plans, the following is suggested: (1) If the jurisdiction has had an EOS to demonstrate the need for centralized direction and control, put the dot at the 10 per cent point. (2) If the jurisdiction has developed and exercised locally-tailored emergency plans and EOC procedures, put the dot at 25 per cent. (3) If the jurisdiction meets the "minimum level" for ability to execute plans, put the dot at 50 per cent. (4) If the jurisdiction has had two or more total-system exercises, involving local operations only, put the dot at 80 per cent. (5) If the jurisdiction is "fully-qualified," put the dot at 100 per cent.

# CIVIL DEFENSE AND DISASTER PREPAREDNESS PROFILE

Profile prepared as of \_\_\_\_\_ 197\_\_

## TANDARD ONE, ORGANIZATION & ADMINISTRATION

Per capita annual CD expenditures \$ \_\_\_\_\_, vs. similar localities \$ \_\_\_\_\_.

## TANDARD TWO, LOCAL CD DIRECTOR/COORDINATOR

LCDD/C Status (full-time paid, half-time paid, etc.) Meets Standard? Yes — No —

Total CD agency staffing meets Standard? Yes \_\_\_\_ No \_\_\_\_

LCDD/C professional training meets Standard? Yes — No —

### STANDARD THREE, FACILITIES & EQUIPMENT

Emergency Operating Center facility

Shelter

### Radiological Defense equipment

### Warning System

## Emergency Communications System

#### STANDARD FOUR, TRAINED PERSONNEL

Regular police/sheriff's personnel

### Regular firefighters

Radiological Monitors, RDO's  
(RM's last contacted \_\_\_\_\_ 19 \_\_\_\_

Shelter Managers (last contacted \_\_\_\_\_ 19 \_\_)

### Auxiliary police

**Support Assistants for Fire Emergency**  
(auxiliary firefighters)

## Rescuemen

Health-Medical personnel

## Medical Self-Help

### Personal and Family Survival

### STANDARD FIVE, LOCAL GOV'T EMERGENCY PLANS

Includes Current Plans (check): CSP ☐ ; Basic Plan ☐ ; EOC  
Opn ☐ ; Warning ☐ ; Commun. ☐ ; Incr-Readiness ☐ ;  
Peacetime Disaster Opns ☐ , plus annexes ☐ ; Shelter Opns ☐ ,  
plus annexes ☐ ; Postshelter Opns ☐ ; Current Inventory of  
Operational Equip./Resources ☐ .

**TD SIX, ABILITY TO EXECUTE EMERGENCY PLANS**

Exercises and training (or actual disaster experience) have demonstrated ability to conduct:

NO CAPABILITY	MINIMUM LEVEL	FULLY QUALIFIED
(0)	(50)	(100)

The diagram shows a 5x5 grid of cells. The left two columns are white, and the right three columns are shaded gray. Each cell contains a horizontal line with tick marks. The grid is labeled with 'A' through 'E' on the right side.

Figure 1 consists of 20 subplots arranged in a 10x2 grid. The rows are labeled 1 through 10 on the right side, corresponding to different parameter values. The columns represent sample sizes of 100, 500, and 1000. Each subplot shows the Mean Squared Error (MSE) of the Maximum Likelihood Estimator (MLE) for a specific parameter. The x-axis for each plot is the number of iterations, ranging from 0 to 1000. The y-axis is the MSE, ranging from 0 to 1.0. The plots show that the MSE generally decreases as the number of iterations increases and as the sample size increases.

Age Group	Total (%)	Female (%)	Male (%)	Unknown (%)
<18	~0.5	~0.5	~0.5	~0.5
18-24	~1.5	~1.5	~1.5	~1.5
25-34	~3.5	~3.5	~3.5	~3.5
35-44	~7.5	~7.5	~7.5	~7.5
45-54	~12.5	~12.5	~12.5	~12.5
55-64	~19.5	~19.5	~19.5	~19.5
65-74	~24.5	~24.5	~24.5	~24.5
75-84	~20.5	~20.5	~20.5	~20.5
≥85	~10.5	~10.5	~10.5	~10.5

**Coordinated operations within jurisdiction (have EOC capabilities plus orgn./capabilities needed outside EOC)**

Coordinated operations within jurisdiction, and with other jurisdictions and levels